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ROYAL COMMISSION ON POLICE MATTERS

R E P O R T

of

SIR WILLIAM RALPH MEREDITH, S.R. PARSONS, ESQUIRE
AND JAMES GUNN, ESQUIRE, COMMISSIONERS.

TO HIS HONOUR SIR JOHN STRATHEARN HENDRIE, KNIGHT COMMANDER
OF THE MOST DISTINGUISHED ORDER OF ST. MICHAEL AND
ST. GEORGE, COMMANDER OF THE ROYAL VICTORIAN ORDER,
COLONEL IN THE MILITIA OF CANADA &c., & c., &c.

MAY IT PLEASE YOUR HONOUR:

We, the undersigned, appointed by Your Honour's
Commission bearing date the twenty-first day of January,
1919.

"to inquire into investigate and to report to Your
Honour" upon the administration of municipal
police forces throughout the Province, the
constitution of Police Commissions, the effect
of the laws and regulations relating to police,
inquiring also into the number of Police Unions and the
advisability of the formation and organization of such
Unions either as separate bodies or in affiliation with
other police unions or in affiliation with other organ-
izations not being police unions and generally to
all matters relating to the good government of police
forces and particularly to inquire into and report
upon the advisability or otherwise of the Toronto
police force continuing to hold its present charter,
and also to inquire into and report specifically upon
the complaint of one Ellis formerly a member of the
Toronto police force."

have the honour to report that we have made the inquiry

We also had sent to the Councils of the municipalities
in this Province, in which Boards of Police Commissioners
are established, the following questions:

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and investigation which we were commissioned to make.

Before proceeding with the public inquiry we had sent to all Boards of Police Commissioners in the Province the following questions:

1. Have the members of your police force formed an Association or Union?
2. If so is it affiliated with any other organization?
3. Do you approve of:
 - (a) The formation of such an association or union.
 - (b) Its affiliation with any other organization?
4. If you do not approve please state your reasons.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

the answers to which that were received appear in schedule No. 1 to this Report.

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Congress. These communications form schedule No. 3 to this Report.

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5. Do you have any other comments?

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schedule No. I to this Report.

We also had sent to the Councils of the municipalities

in this Province, in which Boards of Police Commissioners

are established, the following questions:

1. Do you approve of the present constitution of Boards of Police Commissioners?
 2. If not, what changes do you suggest?
 3. Do you approve of the members of your police force forming an Association or Union?
 4. If not, what are your reasons?
 5. If you approve, do you see any objection to the Association or Union affiliating with other such Associations or Unions, or with Trades and labour organizations?
 6. If you do not approve, what are your reasons?
- the answers to which that were received appear in schedule No. 2 to this Report.

We were attended by representatives of the Police Constables of Toronto who presented their case before us and examined witnesses in support of it.

We were also attended by the Police Commissioners of Toronto and Counsel on their behalf and by the Chief Constable of Toronto, all of whom were examined as witnesses.

We were also attended by Mr. Gordon Ellis and his Counsel and by various members of the Toronto Police Force.

Communications were received from the Chief Constables of several municipalities giving their views as to the advisability of police constables forming a union in affiliation with the Trades and Labour Congress. These communications form schedule No. 3 to this Report.

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Communications were received from the Chief Constables of several municipalities giving their views as to the advisability of police constables forming a union in affiliation with the Trades and Labour Congress. These communications form schedule No. 3 to this Report.

Some of the matters which we are directed to inquire into affect the Province generally, others only the City of Toronto and another the case of a former member of the Toronto Police force.

It will be convenient to deal first with the questions of general application, which are two in number, viz:

1. The constitution of Police Commissions.
2. The advisability of the formation and organization of Police Unions either as separate bodies or in affiliation with other organizations not being police unions.

CONSTITUTION OF POLICE COMMISSIONERS.

At present the Mayor of the municipality, its Police Magistrate and a Judge of the County or District Court Association, of the County or District in which the municipality is situate constitute the Board.

As will be seen from the communications forming schedules Nos. 1 and 2 there appears to be in nearly all cases satisfaction with the existing mode of constituting these Boards, and it is probable that except in the case of Toronto that mode may properly be continued.

One of the suggestions made as to Toronto was that the members of the Board should be chosen by the electors of the municipality, but that plan does not commend itself to us. If it were adopted we fear that there would be grave danger of introducing party and municipal politics into the Board and the police force, a result which is much to be deprecated.

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One of the suggestions made as to Toronto was that the members of the Board should be chosen by the electors of the Municipality, but that plan does not commend itself to us. It is worth noting we fear that there would be grave danger of introducing party and municipal politics into the Board and the police force, a result which is much to be deprecated.

Another suggestion was that a representative of the police force, chosen by that body, should be a member of the Board, but that suggestion does not commend itself to us, as it would involve putting the member chosen in a position which, representing, as he would, the members of the force, he would be at the same time in the position of employer and employee and would have a voice, perhaps the determining voice, in fixing the remuneration he and those whom he represented should receive, and in determining other questions in which the interests of the employer and the employees were or might be opposed.

We are of opinion that what is sought to be obtained by means of representation on the Board will be practically assured if the Board adopts the recommendation which we afterwards make that the right shall be given to the members of the force to have representatives of their body, or if a police association is formed, through the Association, called into consultation with the Board before the appropriations for the service of the year are prepared and to make such suggestions as they may deem proper not only with regard to the pay of the members of the force but also as to any other improvements in regard to the service that they may deem it desirable to effect and also the right to do this at any time when a conference with the Board seems to the members of the force to be desirable.

At all events we are of opinion that the plan suggested should be given a fair trial.

The present mode of constituting the Board is, in our opinion, open to objection. Two of the members hold office

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by virtue of the statute law and there is no power, however, inefficient they may be or however unsatisfactorily they may perform the duties that are assigned to them, to remove them, and the only remedy would be by changing the law.

This objection may be open to the criticism that it is only a theoretical one and that the present system has worked satisfactorily and that speaking generally the statutory members of the Board have been efficient and have performed their duties satisfactorily. That is true but the criticism does not answer the objection and there is no assurance that what has happened in the past will always happen in the future. In order to meet this objection we recommend that the law be amended by providing that in cities having a population of 500,000 or upwards, the Board shall consist of the Mayor, for the time being, of the municipality and two members to be appointed by the Lieutenant Governor in Council who should hold office for three or five years (preferably five) but should be removable at any time for cause.

If this change in the law were made it would not prevent the appointment of a judge of the county or district court or of the police magistrate, and in our opinion those officials, if otherwise qualified, have by reason of their being brought into the discharge of their duties into contact with the members of the police force special qualifications for the discharge of the duties appertaining to a Commissioner of Police.

In some municipalities the judge and the police magistrate are remunerated for their services on the Board, but it is optional with municipal councils to do this. In our opinion it should be made the duty of the municipal corporation to remunerate and a scale of remuneration varying according to

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the population of the municipalities should be fixed by statute.

As some justification for giving to the executive government of the Province the power to appoint two members of the Board it may be pointed out that under the British North American Act the provincial legislatures are charged with the duty of making laws for the administration of justice in the Province and that the Legislature of the Province has delegated a part of that duty in respect of criminal justice by creating Boards of Police Commissioners by which the members of the police force are appointed and their duties and remuneration are prescribed and it is made the duty of municipal corporations where Boards exist to provide

such remuneration to the members of the police force as the Board may determine

and to provide and pay

for all such offices, watch-houses, watch boxes, arms, accoutrements, clothing and other things as the Board may deem requisite and require for the accommodation, use and maintenance of the force.

As the Province is responsible for the administration of justice it does not seem unreasonable that its executive government should appoint a majority of the members of the Board.

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POLICE UNIONS

There are, as far as the evidence established, but two police unions in the Province - one in Toronto and the other in London.

The charter or other constating instrument of the London Union was not brought before us, but the charter of the Toronto Union was put in evidence. While that union is spoken of as being in affiliation with the Trades and Labour Congress, that does not properly describe its status. It is not affiliated with that body but is directly created by a charter issued by it.

In our opinion there is no reason why the police force of any municipality should not be at liberty to form an association of its members for their mutual benefit and protection, or why such an association should not affiliate with other like associations in the Province.

It is, however, in our opinion improper that the members of a police force or an association of its members should be affiliated with any labour organizations or other outside body.

While it is true that labour unions exist for the like reason that would bring into existence a police association the betterment of working conditions and securing a just proportion of that which the labour man assists in producing sufficient to enable him and his dependents to live respectably and to enable him to make provision for a "rainy day" there is a fundamental difference between the two - the labour man is a producer - the police constable is not, and therefore the underlying principle upon which labour unions exist, viz; the formation of a combination which

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will be in a position by collective action to secure for its members a just share of that which their labour assists in producing has no application to a worker who, though he performs valuable service, produces nothing.

There are other important differences: The police constable is a conservator of the peace, sworn faithfully to discharge the duties of his office. If he is to discharge those duties properly, he must not only not show any partiality or favour to anyone, but must not place himself in a position in which there would be a conflict between duty and interest or inclination.

Police constables are employed by the public. Unlike other employees, whose interest, when selfishly followed, results in the appropriation to themselves of as much as possible of the product of labour. The public have no such interest and may be depended upon, if the working conditions or the wages of police constables are unjust or unfair, to remedy the injustice.

It is important also that the public should have confidence in their police constables performing their duties faithfully and impartially. It would be a calamity if anything were permitted which would shake the confidence that the people of Toronto rightly have in the loyalty to duty, integrity and efficiency of their police force. It may be, and probably is true, that in the case of a strike or a riot due to labour unrest, most police constables, though members of a labour union, would do their duty fearlessly and impartially, but there remains the probability that others of them might not.

If a labour union of police constables were in existence affiliated and with the unrest in industrial circles which now prevails, it would, in our judgment, be most undesirable

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the principle of the "closed shop" would doubtless be adopted and no one who did not choose to become a member of the union would be allowed to remain on the force or, what amounts to the same thing, the members would strike if he should be retained on the force.

It was urged by the representatives of the police constables that the Trades and Labour Congress is a legislative body only and that it has no power to order a strike that police constables have many interests in common with labour men and that there is no reason for preventing them from uniting with labour men in the Congress in promoting legislation in which their interests are alike.

It may be said in answer to this contention that while at present the Trades and Labour Congress is only a legislative body, its constitution provides that changes in it may be made and that there is no guaranty that changes extending the field of its activities may not be made in the future.

It appears from the proceedings of the Trades and Labour Congress, which are in evidence, that it initiated steps for the formation of an independent labour party, and that members of unions affiliated with it are advised to become members of the party. The result of the members of the police unions becoming members of such a political party would be to introduce politics into the force and would, in our judgment, be detrimental to its best interests.

In our judgment the suggested advantages that would accrue from affiliation with the Trades and Labour Congress are far outweighed by the evil that would flow from their being so affiliated and with the unrest in industrial circles which now prevails, it would, in our judgment, be most undesirable

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that the members of the police force of Toronto should become members of a union affiliated with the Trades and Labour Congress, and our conclusion, therefore, is that it is not advisable for the Toronto police force to continue "to hold its present charter".

We use the term "affiliation" in our report because that is the term used in the Commission and is that popularly applied to the connection which exists between the Toronto Union and the Trades and Labour Congress. As used by us it is intended to include that connection which we have already said is more than affiliation.

In concluding our report on this branch of the inquiry, we may point out that there are in the United States no police unions, affiliated or otherwise connected with labour organizations, and that the American Federation of Labour does not view with favor the admission into fellowship with it of members of a police force.

It is also significant that the opinion of those who, by reason of their intimate connection with police affairs, are best qualified to judge, are practically unanimously in accord with the opinions which we have expressed and with the conclusion to which we have come.

We may also call attention to the fact that in Montreal as recently as the 27th January last a Board constituted of two members selected by the Civic Employees in the Departments concerned, two members chosen by the Citizens Protective Committee, and a fifth member chosen by the four members, reported unanimously that,-

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We may also call attention to the fact that in Montreal as recently as the 27th January last a Board constituted of two members selected by the Civil Employees in the Department concerned, two members chosen by the Citizens Protective Committee, and a fifth member chosen by the four members, reported unanimously that:-

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active members of the police force of the City

or retired members who are on the pension list."

The Report of this Board will be found in an appendix to this

Report as schedule No. 4, and in it the reasons for the

Board's conclusions are set forth.

On the other hand, in the City of Saint John in the Province of New Brunswick, a Union of Policemen, called the Police Protective Association of Saint John, affiliated with the Trades and Labour Congress, exists. A Board of Conciliation appointed by the Minister of Labour "in the matter of a dispute between the Corporation of Saint John and certain of its employees as to the validity or right of the police to affiliate with the Trades and Labour Congress of Canada" by its report recommended that the Association

"be permitted to retain the charter which has been

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"of Canada by which they are affiliated therewith,

"provided however that the ritual, constitution

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COMPLAINTS AND GRIEVANCES

are given to withdraw the charges.

It should, we think, be the rule that such a discretion ought not to be exercised without consultation with the constable by whom the charge is laid and that according to the evidence in the case with nothing in Toronto.

Seven complaints were formulated by the representatives of the men of the Toronto police force and thirteen, what are termed grievances, were presented for our consideration and in addition to these complaints, complaints were made by individual members of the force. With these complaints and grievances we will now deal.

Complaint No. 1

This complaint as formulated is:

That the enforcement of the Motor Vehicles Act and all matters dealt with by the Motor Cycle Squad is not carried out and that influence is brought to bear on the officials of the department with regard to the prosecution of same. And this complaint embraces a long period from 1909 to 1919.

We are of opinion that this complaint is not well founded and that there is no reason for thinking that favouritism or undue influence was the reason for the withdrawal of charges that had been laid by members of the motor cycle corps for infractions of the Motor Vehicles Act.

It is obvious that cases may frequently arise in which there has been a transgression of the speed limit but under circumstances that do not call for the infliction of a fine and that in such cases there should be a discretion vested

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It is obvious that cases may frequently arise in which there has been a transgression of the speed limit but under circumstances that do not call for the infliction of a fine and that in such cases there should be a discretion vested

in the police authorities when satisfactory explanations are given to withdraw the charges.

It should, we think, be the rule that such a discretion ought not be exercised without communication with the constable by whom the charge is laid and that according to the evidence is the rule with obtains in Toronto.

It appeared in evidence that employees of the Willys/- Overland Company, who were guilty of infractions of the Act, were not prosecuted. That course was adopted, according to the testimony of Inspector Tripp, because of the Company's treatment of the police force with regard to its motor vehicle service, which he testified had saved the Board more than the fines which would have been imposed would have amounted to, and that this practice was followed only in cases where no accident had occurred from the speeding and there were no other aggravating circumstances.

While there is no reason to think that that course was adopted in order unduly to favour the company or for any other reason than that stated by the Inspector, we think the practice objectionable and recommend that it be discontinued. Its existence is calculated to cast doubt upon the impartiality of the police force and, the reason for its adoption not being known to them, to lead other persons in the same business and the public to believe that the failure to prosecute is due to partiality or is actuated by some other improper motives.

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the failure to prosecute is due to partiality or is motivated

by some other improper motive.

Complaint No. 2.

Undue influence leading to special consideration being given to certain members of the police force between the years 1909 to 1919, the names of 19 of them being given.

No evidence was adduced to support this charge and we find that it is not established.

Complaint No. 3

That members of police force are tried and sentenced without a charge being preferred against them; and on December, 1918, twelve officers of the force were dismissed without a charge being preferred against them.

It was not shown that the practice of trying and sentencing members of the force without a charge being preferred against them was followed. While in some cases no charge was formally preferred, the practice has been that the constable was informed of the nature of the charge and was given an opportunity of answering it.

We think that it would be better in the future, at all events where the charge involves loss of pay or service leading to promotion, that the charge should be made in writing and the member charged should of course be given an opportunity of answering it.

The latter part of the charge, which relates to the

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The latter part of the charge, which relates to the

dismissal of members of the force, refers to dismissals which led to the strike of members of the force that occurred in December last. No formal charge was laid but the cause of the dismissal was well known to the men dismissed. The reason for the dismissal was the refusal of the men to abandon the affiliation of the Police Union that had been formed with the Trades and Labour Congress. Rightly or wrongly the members of the Board had insisted on the abandonment of the Affiliation and the men were dismissed because of their insistence on retaining their affiliation, notwithstanding the opposition to it of the Board.

Complaint No. 4

This complaint is that the medical officers appointed by the Board

To attend sick members of force are not efficient and do not fulfil their duties respecting visits to sick members of force.

We are of opinion that this complaint is not well founded and that it has not been established that the medical officers of the Board are either unskilful or inefficient or have been inattentive to their duties.

The specific cases relied on in support of the complaint were fifteen in number and were made by the following constables:

to determine the nature of the disease that is developing and to deal with it accordingly.

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as to which complaints were John W. May who was
called in by the constable William Hulton forward to
express his opinion as to Alexander MacDowell case by the
Board's physicians, and that Bertram Rainey in which the
physician was called as a Miles Sharpe offered any adverse
criticism of the treatment of Eli Shuttleworth's physician.

In several of the cases Edward Waghorne of the constable
in support of the complaint William Watt, and in one
by the physician James T. White.

The complaints extend as far back as the year
1913 but the causes of most of them occurred while the

Spanish influenza was raging in Toronto during the autumn
of last year when, owing to the number of cases, the
physicians of the city were unable to give the same attention
to the cases as would have been given under normal conditions
and were compelled to give their principal attention
to the more serious cases.

Except in two or three cases we have no reason
to think that the constables who complained did not believe
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Robert J. Carson

George Dalgarno

David Dunn

Thomas Forbes

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John W. May

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William Watt

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It is we think not surprising that with a police force numbering 500 there should be these complaints and it is to be remembered that during the period covered by the complaints several hundred cases were dealt with in each year by the Board's physicians.

It is also significant that most of the cases as to which complaints were made the physician who was called in by the constable was not brought forward to express his opinion as to the treatment of the case by the Board's physicians, and that in those cases in which the physician was called as a witness no one offered any adverse criticism of the treatment of it by the Board's physician.

In several of the cases the testimony of the constable in support of the complain was met by a distinct contradiction by the physician whose conduct was complained of and in such cases, apart from any other aspect of the case, we must find that the complaint is not substantiated.

In the case of MacDowell we are satisfied that he is mistaken in saying that he was told by Dr. Radie that he was suffering from rheumatic fever. He was suffering from a form of rheumatism, and we have no doubt that that was what he was told by Dr. Radie.

With the system adopted by the Board for providing medical and surgical attention and treatment for the members of the force we will deal later on.

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This complaint is that members of the force are not allowed to approach the Board or the Chief Constable with

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This complaint is that members of the force are not allowed to approach the Board or the Chief Constable with

their grievances and that

if any outside influence is brought to bear by the members of the police force in order to remedy their grievances the men taking an active part are disciplined.

That

in February, 1909, a number of the men were disciplined which meant the loss of one month's service for approaching the Ministerial Association to ask their aid in procuring a day off per week for the members of the force.

The first part of this complaint is not well founded.

The action of the men in approaching the Ministerial Association for the purpose mentioned was an infraction of the following regulation:

"Grievances or causes of complaint by police can at any time be laid before the Commissioner through the usual channel and constables are forbidden to make representations of their wants, complaints &c. to the Commissioners except through their officers."

This regulation is one of the regulations which members of the force on joining agree to observe.

It is, we think, a reasonable regulation. If it did not exist there would be room for the bringing of pressure upon the Board from all sorts of sources which would be most objectionable. In the particular case the influence sought to be secured was that of a highly respectable body and it was for a proper object, but the seeking of it was

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Complaint that Police Commissioners have nevertheless a violation of the regulation that has been quoted. police force who have been on active service

The disciplining of the men for seeking it with the consequent loss of one month's service was, in our opinion too severe a punishment, and it would have been better, we think, if it had been pointed out to the men involved that what they had done was a violation of the regulations and that such violations could not be permitted and with that to have closed the incident.

With the right of the members of the force individually or collectively to have their grievances and causes of complaints laid before the Commissioners we will afterwards deal. pay into the Benefit Fund seven per cent of the allowance

that was paid to them by the city or of their military pay, and we recommend that in cases where payment of it has been exacted the amount paid Complaints No. 6 added. The citizens

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contribution. That discrimination on the part of the country's parill answer commissioners and officers of the Police for the

protection Department is prevalent and that certain be made, we do not doubt members of the force have been discriminated to the fund against between the years 1910 and 1919.

This complaint is not, in our opinion, well founded.

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Complaints No. 6

That discrimination on the part of the
Commissioners and officers of the Police
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members of the force have been discriminated
against between the years 1910 and 1913.

This complaint is not, in our opinion, well

founded.

Complaint No. 7

Complaint that Police Commissioners have demanded and received from ex-members of the police force who have been on active service 7% of the wages such members would have been receiving had they been members of the police force instead of being on active service, such monies being paid into the Benefit Fund. Those men received no remuneration from the Police Commissioners whilst on active service. Dates from 1915 to 1919.

In our opinion members of the force who were given leave of absence or who resigned in order to join the Canadian Expeditionary forces ought not to be called upon to pay into the Benefit Fund seven per cent of the allowance that was paid to them by the city or of their military pay, and we recommend that in cases where payment of it has been exacted the amount paid should be refunded. The citizens of Toronto can, we think, well afford to forego this contribution by men who in the hour of their country's peril answered its call to service, and if necessary for the protection of the fund that the payment should be made, we do not doubt that the City Council will willingly make good to the fund the loss which it will have sustained.

A complaint was made by Police Constable Robert Martin.

Martin, while on duty, was struck by a falling sign board and severely injured. The accident occurred on the 9 June 1919. Martin brought an action against the owner of the building from which the sign board fell to recover

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COMPLAINTS OF POLICE CONSTABLE THOMAS FORBES

This constable was assaulted while in the performance of his duty and seriously injured.

The complaint is that his doctor's bill of \$173. has not been paid.

The injury was sustained in the year 1909 and according to the testimony of Forbes the bill was sent to the Board with a request that it be paid and the Board declined to pay it.

No record can be found by the Board in of the bill having been sent in or of any action by the Board in respect of it.

At our suggestion the matter was taken up and steps are being taken to have it investigated and the claim dealt with.

If the bill is a reasonable one there seems to us to be no reason why it should not be paid notwithstanding the long period that has elapsed since the liability was incurred.

COMPLAINT OF POLICE CONSTABLE ROBERT MARTIN

A complaint was made by Police Constable Robert Martin.

Martin, while on duty, was struck by a falling sign board and severely injured. The accident occurred on the 9 June 1917. Martin brought an action against the owner of the building from which the sign board fell to recover as well as Dr. Stacey's bill and in assessing his damages the trial judge allowed \$750.00 for expenses as well as \$70.00 for the loss of one-third of his pay up to the time of the

COMPLAINT OF POLICE CONSTABLE THOMAS FLEMING

This constable was assaulted while in the performance of his duty and seriously injured. The complaint is that his doctor's bill of \$175. has not been paid. The injury was sustained in the year 1902 and according to the testimony of Forbes the bill was sent to the Board with a request that it be paid and the Board declined to pay it. No record can be found by the Board in of the bill having been sent in or of any action by the Board in respect of it. At our suggestion the matter was taken up and steps are being taken to have it investigated and the claim dealt with. If the bill is a reasonable one there seems to us to be no reason why it should not be paid notwithstanding the long period that has elapsed since the liability was incurred.

COMPLAINT OF POLICE CONSTABLE ROBERT MARTIN

A complaint was made by Police Constable Robert Martin. Martin, while on duty, was struck by a falling sign board and severely injured. The accident occurred on the 9 June 1917. Martin brought an action against the owner of the building from which the sign board fell to recover

damages for the injuries he had sustained. The action was tried on 19 December, 1918, and resulted in a judgment in his favour for \$1200. He was in hospital for two weeks after that was under the care of Dr. Stacey. He went back to duty on the 17 October, 1917, and his testimony at the trial was that he was not put on regular duty but was assigned to duty in North Toronto police station, his duty being to sit at a desk and to look after the telephone and to attend to complaints coming in. He remained at that duty until the middle of May following. He then went on his holidays. Upon returning to duty at the end of that month he was placed on special duty at No. 2 station for patrolling the ward but going in to the station and sitting down whenever his back got sore. This work, as he testified, was "all right". He started his regular duty about the 1st of September 1917, but as he testified, he found the work too strenuous on his back and had to give it up. He sent in his resignation on the 9th September 1917, and received his regular pay without deductions up to that time. Since that date up to the time of the trial he had been off duty but had received his regular pay less the deduction of one-third for which the regulations provide. His resignation was not accepted because in the view of the Board's physician and of the Board he was fit for duty, and ought not to be pensioned. He claimed to recover, in addition to other damages, his hospital bill and \$25.00 for X-ray plates that had been made for the purpose of discovering whether he had suffered any structural injury as well as Dr. Stacey's bill and in assessing his damages the trial judge allowed \$270.00 for expenses as well as \$70.00 for the loss of one-third of his pay up to the time of the

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trial and \$200.00 for loss of pay owing to the deduction of one-third of it for six months after the trial and the remainder of the \$1200.00 was awarded for pain and suffering. The conclusion of the trial judge upon the evidence was that Martin would recover completely in six months from the date of the trial and that conclusion was fully warranted by the evidence.

Martin's complaint is two fold - that he was harshly treated and was assigned to duty for which he was not fit and that he ought to have been permitted to resign and to receive his pension.

The complaint that he was harshly treated and was assigned to duty for which ^{he} was not fit, is in our opinion unfounded. The evidence establishes that after his injury Martin was treated with great kindness and consideration, and that when he reported for duty he was given work that, according to his own testimony at the trial of his case, he was fit to do. The only occasion upon which he was assigned to a duty which he said he was not fit to perform was when he was assigned to duty at the police Court, and that duty he was promptly relieved from when he complained that it was too arduous.

In view of the evidence given at the trial and the finding of the trial judge and the other circumstances we cannot say that the action of the Board in refusing to accept Martin's resignation was not justifiable.

We have been informed by the Deputy Chief Constable that Martin has recently been given a month's leave of absence with full pay in order to enable him to recuperate and that it is intended upon his return, if he still presses his claim

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We have been informed by the Deputy Chief Constable that Martin has recently been given a month's leave of absence with full pay in order to enable him to recuperate and that it is intended upon his return, if he still presses his claim

to be permitted to retire, that the question of his being allowed to do so will be reconsidered.

GRIEVANCE NO. 1.

All members of the Toronto police force to be entitled to a full pension on completion of twenty-five years service.

At the present time a member of the Toronto police force can only retire on completion of twenty-five years service with consent of Board of Police Commissioners and has to serve thirty years before he is entitled to a full pension.

This grievance states correctly the effect of the rules adopted by the Benefit Fund.

It is our opinion proper that recommendations made by the Committee of the Benefit Fund should not become effective unless or until they are confirmed by the Board of Police Commissioners. The Board is responsible to the public for the proper administration of the fund and would be open to censure if the fund should be burdened with pensions that ought not properly to be paid.

It would, however, in our opinion be desirable to provide that in any case in which the recommendation of the Committee has not been confirmed by the Board the man affected should have the right to appeal from the decision of the Board to a judge of the Supreme Court of Ontario and that the application should be a summary one and that the decision of the judge should be final and without appeal.

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of waiting to fill dead men's shoes. The efficiency

Cases may arise in which the Board errs. One such case is reported. Gummerson vs. The Toronto Police Benefit Fund 1905, 11 O.L.R. 194. The Plaintiff was a member of the Toronto Police force and was injured while engaged in physical exercises in the course of his duty. Both the Committee and the Board had rejected his claim for a pension. His action was brought to obtain a declaration that he was entitled to the pension and to recover payment for the arrears of it. His action failed because in the view of the Divisional Court the decisions of the Committee and of the Board were final. In delivering judgment the Chancellor expressed the opinion that the Plaintiff's application had not been fairly dealt with by the Committee or by the Board and in that view Mr. Justice Magee concurred.

What occurred in that case seems to us to show that in order to guard against injustice there should be the right of appeal, which we recommend should be provided for.

impaired the efficiency of the force and the effect would be to burden the pension fund. The fund does not now rest upon a sound actuarial basis, although as the Police Magistrate probably rightly thinks,

GRIEVANCE NO. 2

the history of the fund and its increase until it amounts now to upwards of \$900,000 are sufficient guarantee of its adequacy to meet all calls that will be made upon it, its adequacy would become doubtful if the fund were charged with the pension burden that would be cast upon it in the suggested change were made.

Retirement to be compulsory at the end of thirty years service. At the present time a member of the Toronto police force can remain on the strength of such force for an indefinite period. In the case of officers remaining on after the completion of thirty years younger members of the force have to suffer as there are fewer promotions and it has been and is a case

Cases may arise in which the Board errs. One such case is reported. Gummerson vs. The Toronto Police Benefit Fund 1905, 11 O.L.R. 184. The Plaintiff was a member of the Toronto Police Force and was injured while engaged in physical exercises in the course of his duty. Both the Committee and the Board had rejected his claim for a pension. His action was brought to obtain a declaration that he was entitled to the pension and to recover payment for the arrears of it. His action failed because in the view of the Divisional Court the decisions of the Committee and of the Board were final. In delivering judgment the Chancellor expressed the opinion that the Plaintiff's application had not been fairly dealt with by the Committee or by the Board and in that view Mr. Justice Macgill concurred. What occurred in that case seems to us to show that in order to guard against injustice there should be the right of appeal, which we recommend should be provided for.

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of waiting to fill dead men's shoes. The efficiency of the force would improve if the younger members of the force had a chance to gain promotion early instead of waiting on the old men to die or complete about fifty years service. The Benefit Fund has suffered greatly from the present system of allowing men to remain after thirty years. Men who should have retired ten years ago will now be able to draw large pensions owing to the increases of pay and also to the fact that several of them have received promotion after completing thirty years service. Those men have not paid into the fund in the same proportion as they will take out.

We are of opinion that the suggested change ought not to be adopted.

If it were adopted it would, we doubt not, frequently happen that men in the full vigour of life would be compulsorily retired. That would not only be unjust to the man retired but would impair the efficiency of the force and the effect would be unduly to burden the pension fund. The fund does not now rest upon a sound actuarial basis, although as the Police Magistrate thinks, and probably rightly thinks, the history of the fund and its increase until it amounts now to upwards of \$800,000 are sufficient guaranty of its adequacy to meet all calls that will be made upon it, its adequacy would become doubtful if the fund were changed with the additional burden that would be cast upon it if the suggested change were made.

of waiting to till dead men's shoes. The efficiency of the force would improve if the younger members of the force had a chance to gain promotion early instead of waiting on the old men to die or complete about fifty years service. The benefit fund has suffered greatly from the present system of allowing men to remain after thirty years. Men who should have retired ten years ago will now be able to draw large pensions owing to the increase of pay and also to the fact that several of them have received promotion after completing thirty years service. Those men have not paid into the fund in the same proportion as they will take out. We are of opinion that the suggested change ought not to be adopted. If it were adopted it would, we doubt not, frequently happen that men in the full vigour of life would be compulsorily retired. That would not only be unjust to the man retired but would be unduly to burden the pension fund. The fund does not now rest upon a sound actuarial basis, although as the Police Magistrate thinks, and probably rightly thinks, the history of the fund and its increase until it amounts now to upwards of \$800,000 are sufficient guaranty of its adequacy to meet all calls that will be made upon it, its adequacy would become doubtful if the fund were charged with the additional burden that would be cast upon it if the suggested change were made.

If any change is thought desirable we suggest that there should be an age limit rather than a period for retirement dependent on length of service.

We had before us an object lesson as to what would be the effect of making the change that is suggested. In the course of the inquiry several members of the force, who had served thirty years and upwards, were examined as witnesses, all of whom appeared both physically and mentally fully equipped for the performance of their duties.

GRIEVANCE NO. 3.

Promotion on the Toronto police force should be gained by merit, and knowledge of police work. When promotions are to be made an examination should be held and men of senior service should be contestants. When Inspectors are to be made sergeants and detectives should compete according to seniority and if the senior man is able to fill the position by his knowledge of police work and an inspector's duties he should be promoted. Merit would also be taken into account and behaviour. The same would apply to each rank all ranks in turn having examinations for the vacant positions. If the senior man was not in the opinion of the examiners qualified for the position then the next senior man would fill the position if capable and so on. The examiners would consist of the Deputy Chief

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senior constable, representing the Police Department, one filling the position of sergeant representing the officers and one constable representing the rank and file. The question of promotions in a body such as the Toronto police force is a difficult one.

That the rule should be that the senior man if qualified should be promoted when a vacancy in the higher ranks occur is unquestionable and that we are informed by the Deputy Chief Constable, and we have no reason to doubt, is the practice which obtains in Toronto. In so large a body as the Toronto police force it is impossible to satisfy every member of it that this rule has been followed in every case and it would be strange indeed, however fair may have been the action of the Board if some member of the force does not think that he, and not the successful man, should have been promoted.

The practice in Toronto has been and is to keep a record of the men showing the date of their appointment and of their promotions, if they have been promoted, and any delinquencies or breaches of the rules which they have committed, as well as any merit marks they have earned, and when a vacancy in a higher rank occurs this record is consulted and the inspector or inspectors under whom the man in line for promotion served are consulted, as also are the Chief Inspector and the Deputy Chief Constable. With this information before him and guided also by any personal knowledge of the man he may have, the chief constable then makes his recommendation to the Board and lays before it such information as he has obtained, and a statement of his reasons for the recommendation he makes. Where any doubt exists as to the

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senior man or men having the qualifications necessary for filling the office which is to be filled they are examined in order to test them as to their qualifications. This method if fairly carried out, seems to us a good one, and we do not see our way to recommending any change.

It may be desirable, in order to secure fair dealing, that a confidential record be kept in which shall be set down the reason why, if any senior man or men have been passed over, that has been done, and that this record should be open to the inspection of the committee, the appointment of which we have recommended, but only with the consent of the senior man or men who have been passed over. The fact that such a record must be kept would be a check upon hasty or ill-considered action and would enable the members of the force to ascertain the reasons assigned for the action taken and if injustice had been done would furnish the means of discovering that fact.

GRIEVANCE NO. 4

The system of Police Government by Commission was instituted and authorized by an Act of the Provincial Government of Ontario passed in 1859. The Board of Police Commissioners consists under that Statute of the Mayor, County Judge and Police Magistrate. We are of opinion the constitution of the Police Commission is antiquated and that a Police Commission should be appointed to consist of the Mayor, representing the citizens

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a Government representative, who would represent the Government making the laws, and a representative of the members of the Police Force, representing the men who enforce these laws. The Mayor would be a permanent position as he is elected by the citizens annually, but the other two representatives would be appointed from time to time and would only hold office for a period of three years. which we have reached.

This grievance has been already dealt with.

GRIEVANCE NO. 5.

All uniform members GRIEVANCE NO. 5. have three consecutive eight hour reliefs, viz:

All members of the Toronto Police Force to be supplied with suitable rubber coats, winter caps, and also with lights when on night duty or plain clothes duty; traffic men to be supplied with rubber boots. All members of the Force to be issued with a modern revolver in place of the antiquated weapon at present used. All change of duties and day off sheets to be posted in the respective guard rooms not later than 7 p.m. Thursday preceding the change of duties.

Constables are supplied with short capes which do not protect them in wet weather and much sickness is caused because of this. The Police Dept. do not supply winter headgear nor lights. Traffic men have to purchase their own rubber boots.

Summer, 15 April to 15 November, both inclusive

Winter, 15th November to 15th April, both inclusive.

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Constables are supplied with short caps which do not protect them in wet weather and much sickness is caused because of this. The Police Dept. do not supply winter headgear nor lights. Traffic men have to purchase their own rubber boots.

Modern revolvers are issued to plain clothes men, detectives and inspectors. In nine cases out of ten the man on the beat is the one to use his gun and he is issued with what is commonly known as a "trench mortar".

These suggestions seem to us reasonable and we recommend that they be carried out, and it is satisfactory to be able to say that the members of the Board and the Chief Constable agree with the conclusion which we have reached.

Grievance No. 3

GRIEVANCE NO. 6.

All uniform members of the force to have three consecutive eight hour reliefs, viz;

First Relief: 7 a.m. to 3 p.m.

Second Relief; 3 p.m. to 11 p.m.

third relief; 11 p.m. to 7 a.m.

Eight hours to constitute a day's work, whether attending court drill or any special duties. Each of said reliefs to be allowed one half hour during tour of duty in summer and one hour during tour of duty in winter in order to obtain lunch. Summer and winter months to be defined as follows;

Summer, 1st May to 1st November.

Winter, 1st November to 1st May.

What is suggested has already been adopted with the change, assented to by the representatives of the police constables of defining the summer and winter months as follows;

Summer, 15 April to 15 November, both inclusive

Winter, 16th November to 14th April, both inclusive.

Modern revolvers are issued to plain clothes men, detectives and inspectors. In nine cases out of ten the man on the beat is the one to use his gun and he is issued with what is commonly known as a "French morning".

These suggestions seem to us reasonable and we recommend that they be carried out, and it is satisfactory to be able to say that the members of the Board and the Chief Constable agree with the conclusion which we have reached.

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Third Relief: 11 p.m. to 7 a.m.

Eight hours to constitute a day's work, whether attending court duty or any special duties. Each of said reliefs to be allowed one half hour during four of duty in summer and one hour during four of duty in winter in order to obtain lunch. Summer and winter months to be defined as follows:

Summer, 1st May to 1st November.

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What is suggested has already been adopted with the change, suggested to by the representatives of the police constables of defining the summer and winter months as follows:

Summer, 1st April to 1st November, both inclusive.
Winter, 1st November to 1st April, both inclusive.

Pay in full to be paid to every member of the force who has been certified sick by the medical doctor of the Department.

This grievance is dealt with in the recommendation which is afterwards made regarding medical services.

Grievance No.8

Every member of the force to be supplied with a badge of identification and any member abusing same may have it taken away during the pleasure of the Board of Police Commissioners.

This suggestion is in our opinion reasonable and is now being given effect to.

GRIEVANCE NO. 9

Beats in practically all divisions are at present worked on time. We think this system is out of date and each constable should be allowed to work his beat irrespective of time. At the present time if a constable is even a block behind time he receives a lecture from his superior. A police officer cannot work a beat on time and do police duty properly or with satisfaction to the public.

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We do not think it is advisable that this regulation should be abrogated but we think that it should be enforced reasonably and that a police constable should not be disciplined for not strictly complying with it but only when he is found to be loitering or is not working his beat satisfactorily.

We are informed by the Deputy Chief Constable that instructions have been given to the sergeants to enforce the regulation in the spirit in which we have said it should be enforced and that it will continue to be enforced in that spirit.

GRIEVANCE No. 10

All members of the force detailed for traffic duties during the winter or during the extreme hot weather shall not be compelled to remain on such duty for longer than two hours at a time and shall be allowed 30 minutes in station on the completion of every such two hours of duty.

In the majority of the divisions traffic officers have to remain on duty for four hours at a stretch in summer and in winter. A constable can remain on traffic duty for four hours when the weather is moderate but in times of extreme heat or cold it is a great strain on such constable.

The present arrangement as to traffic men is that in extremely cold or hot weather their tour of duty is a consecutive

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period of eight hours, with a half hour off in the middle of the period and in extremely cold or hot weather the eight hours are divided into tours of one-half hour each with a half-hour off between each of these periods.

The view of the Deputy Chief Constable is that with the present number of men it would be impracticable to carry out the suggestion of the men. The force is at present much undermanned, the number of men being 150 less than the normal number before the war.

The Deputy Chief Constable sees no reason why the men's suggestion should not be adopted when the force is up to strength and with the number of men that are being added to the force by men who have been overseas returning, there seems to be no reason why, as the force grows in number, modifications may not from time to time properly be made in the tours of duty and eventually what the men desire be brought about.

GRIEVANCE NO. 11

Any member of the police force charged with any breach of the Regulations should be suspended instead of being fined as at present.

A constable at the present time found guilty of a breach of the Regulations is fined from one to thirty days pay, his name is entered in the crime book and he loses from one to three months on all promotion from 3rd class as well as time on his Good Conduct Badge. He is sometimes reduced from one class to another. If a constable has been found guilty of

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class to another. If a constable has been found guilty of

any breach of the regulations is follows him until death he leaves the force or retires on pension.

We see no reason for changing the present system.

We think however that where the offence is one which is entered in the A book, i.e., where the offence is of minor character there should be no loss of service.

The fines that are inflicted are not paid in money but the amount of the fine is deducted from the men's pay, and is in form a fine of so many days' pay. The man continues his work but does not receive pay for as many days as the fine covers. If the fine is properly imposed there is no injustice done by requiring the men to work out his fine.

We are of opinion that a fine should be imposed only by the Board or by the Chief Constable or the Deputy Chief Constable subject to the approval of the Board.

GRIEVANCE No. 12

At the present time men are not allowed time off to attend the funeral of relatives or even to visit sick relatives unless they put in extra time for same and on several occasions have even been refused leave altogether.

It is difficult to provide by regulation for leave in such cases.

We were informed by the Deputy Chief Constable that the requests of the men before him for four days additional annual leave and they were bluntly told that the Benefit Fund was not a Grievance Committee.

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present practice is to give leave of absence when a death occurs in a police constable's family and that in case of sickness in his family he is assigned to duty near his home and is in that way given the opportunity of visiting it frequently.

The practice has been to require the time lost when leave of absence has been given to be made up from future weekly "days" off", but the Deputy Chief Constable suggests that there should in the future be no loss of pay or the making up of lost time, and that if a day off occurs in the week in which the death happens that day should be reckoned as one of the days of the leave.

This seems to us reasonable.

Cases, however, may occur where the death is not that of a member of the police constable's family. In such cases, we think, that the question of granting leave and the terms on which it is granted should be determined by the Chief Constable or in his absence by the Deputy Chief Constable.

GRIEVANCE NO. 13.

This number deals with the Benefit Fund and shows that the men's representatives might as well be at home as attending the meetings as anything that was done had to receive the sanction of the Commissioners. One one occasion a number of the Benefit Fund Committee went before the Chief Constable in order to lay the requests of the men before him for four days additional annual leave and they were bluntly told that the Benefit Fund was not a Grievance Committee.

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Grievance Committee. We can prove that when the Benefit Fund Committee, after making careful inquiry into applications by members of the force for refund of sick stoppages, decided that several of the cases should receive refund of pay, the Board of Police Commissioners would not sanction such refund.

We are of opinion that the Chief Constable was right in declining to treat the Benefit Fund Committee as a grievance committee. The Benefit Fund Committee's functions are prescribed by the Rules of the Benefit Fund and it has no authority to act for the members of the force except as to matters with which they are authorized by the rules to deal and the question of getting an addition to the men's annual leave is not one of those matters.

The Benefit Fund Committee has, under the rules, no jurisdiction to receive or to grant applications for a refund of sick stoppages and there is in the rules no provision authorizing the withdrawal from the fund of money for the purpose of making such refunds.

If refunds ought to be made they can be made only by the Board out of money at its disposal and they cannot lawfully be made out of the Benefit Fund.

It is to be borne in mind that the Benefit Fund exists under an agreement between the Toronto Police Benefit Fund and the City of Toronto and that the Rules are incorporated in the agreement and cannot be changed without the sanction of the Board of Police Commissioners.

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RECOMMENDATIONS.

In addition to the recommendations we have already made we make the following recommendations:

Application of Workmen's Compensation Act.

Police constables do not come within the provisions of the Workmen's Compensation Act, but in Toronto there is a Police Benefit Fund which is charged with providing death benefits for the widow of a deceased member. In some cases this provision is larger than the compensation which would be paid if police constables came under the provisions of the Act.

When the Act was passed, it was thought that the Provincial Government, which is not under the Act, and municipal corporations, who generally are not under it, would adopt the same system and scale of compensation as is provided by the Act, and that has been done by the Government, and in some cases, by Municipal Corporations.

We see no reason why Municipal Corporations should not pay compensation to members of their police force who are injured, or to the dependents of those who are killed in the like circumstances, and according to the same scale as employers who are under the Act, are required to pay.

Where there is a benefit or pension fund and the benefit under it is greater than the compensation under the Act, the beneficiary should, we think, be entitled to the former, and the compensation which would be payable under the Act should be paid over to and form part of the Police Benefit Fund.

In municipalities where there is no pension or benefit fund, the employee or his dependents

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In municipalities where there is no

should, we think, receive the like compensation as an employee in an industry coming within the Act.

Medical and Surgical Services

The System adopted by the Board, which has obtained for many years, is to have a Medical and Surgical staff appointed by the Board, whose duty is to look after the members of the force when disabled by illness or accident from performing their duties, and to perform the other duties mentioned later on.

The remuneration of this staff is provided by the Board, and the staff not only attends to the needs of the members of the force, but is also a means of discovering and preventing malingering.

A member of the force when off duty on account of illness, or by reason of an accident, receives two-thirds of his pay, and the remaining one-third goes into the Police Benefit Fund.

The one-third is not deducted when the member is suffering from injuries received while in the performance of his duties, but in such a case, he receives full pay while off duty.

In addition to medical and surgical attention and treatment by the Board's physician under conditions prescribed by the Board, a member requiring hospital care and treatment may be admitted to such of the city hospitals as he chooses to go to, and the expense of a public ward is borne by the Board.

If the member desires to go to a semi-private ^{or} ^{Private} ward, he may do so, and in that case, the additional expense is borne by the member.

The representatives of the men who appeared on their behalf before us expressed dissatisfaction with this system and we are of opinion that while it was a satisfactory one

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The representatives of the men who appeared on this behalf before us expressed dissatisfaction with this system and we are of opinion that while it was a satisfactory one

when the membership of the force was small, it is not a satisfactory one now, and that it would be better to discontinue it, and to leave the members of the force to provide for their medical and surgical needs at their own expense, and that their remuneration should be adequate to enable them to bear this burden. In a discussion with the representatives of the men, and representatives of the Board, it was suggested that a reasonable solution of the question would be to provide that the war bonus that has been paid should become ^a permanent addition to the salaries, and that the deduction from the pay should be reduced from one-third to one-fourth. The representatives of the men desired that the deduction should be only one-fifth. Our conclusion is that for the present, at all events, the plan suggested should be adopted, the deduction being one-fourth instead of one-third. This change should not, however, affect the present arrangement with regard to hospitals, but it should be continued.

If this change were brought into effect, it should not interfere with the Board's appointment of medical officers, whose duty it would continue to be to visit members of the force who are off duty, and to report from time to time as they now do, and to examine candidates for employment on the force.

The representatives of the Board expressed their willingness to put into force the plan we have recommended.

Cases might no doubt occur under the suggested system in which the expenditure of a police constable for medical or surgical services would be too heavy a burden for him to

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bear and we have no doubt that in such cases he would receive assistance from the Board of Police Commissioners in whose service he may be, but the making of such a contribution must of course be left to the discretion of the Board.

Our understanding was that the addition to the salaries of the war bonus was to have gone into effect at once so that the men would receive the addition as they receive their regular salaries and that in our opinion should at once be provided for.

Day off

It appears that in one municipality at least the police constables are not allowed a day off. We recommend that it be made obligatory on all Boards to give the members of their police forces one day off in each week.

Pay Day

We are of opinion that it should be the rule in all cases that the men on the police force shall receive their pay at least fortnightly.

Grievances and Complaints

It should, we think, be a cardinal rule that every member of the force who desires to complain should have the right to do so and to have his complaint brought before the Board and that this right should not be interfered with or denied to him by any superior officer because in his opinion the complaint is frivolous or unfounded.

The Ellis case

The complaint of Gordon Ellis as formulated before us is as follows;

The said Gordon Ellis alleges and complains that he was dismissed from the said Toronto Police Force as the direct result of personal injuries

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IN THE MATTER OF The Royal Commission appointed under the authority of Chapter 18 of the Revised Statutes of Ontario, 1914, entitled "An Act Respecting Enquiries Concerning Public Affairs" to enquire, investigate and report upon matters connected with the administration of Police Forces throughout the said Province.

"AND IN THE MATTER OF the complaints of one Gordon Ellis, and ex-Constable of the Police Force of the City of Toronto."

"The complaints of one Gordon Ellis, arising out of his employment, service and retirement by and from the Police Force of the City of Toronto, which said complaints are made for the purpose of investigation by the Royal Commission appointed to enquire, investigate and report upon matters connected with the administration of Police Forces throughout the Province of Ontario, are as follows;

1. The said Gordon Ellis complains that he was wrongfully and improperly dismissed by the Police Commissioners, the administering body of the Toronto Police Force, without due cause or complaint, and that the said Gordon Ellis was not proven responsible for any charge or charges laid against him in connection with his employment and service as a Police Constable on the said Toronto Police Force, and that without formal notification of any alleged offence or opportunity to reply to any charges against him, he was summarily forced to retire and tender his resignation as a Police Constable on the said Force.

2. The said Gordon Ellis alleges and complains that he was dismissed from the said Toronto Police Force as the direct result of personal injuries

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1. The said Gordon Ellis complains that he

was wrongfully and improperly dismissed by the Police

Commissioners, the administering body of the Toronto

Police Force, without due cause or complaint, and that

the said Gordon Ellis was not proven responsible for any

charge or charges laid against him in connection with his

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said Toronto Police Force, and that without formal

notification of any alleged offence or opportunity to

reply to any charges against him, he was summarily forced

to retire and tender his resignation as a Police Constable

on the said Force.

2. The said Gordon Ellis alleges and

complains that he was dismissed from the said Toronto

Police Force as the direct result of personal injuries

inflicted upon one Robert Partridge, a newspaper reporter attached to the staff of a Toronto newspaper, which said injuries were received by the said Robert Partridge during the riots occurring on or about the third day of August 1918, and caused by an attack by returned soldiers, their sympathisers and citizens generally upon restaurants, cafes and other places of business conducted by alien enemies.

3. That the said Gordon Ellis was under the supervision, direction and orders of his superior officers on the said Toronto Police Force during the said riots and conducted himself entirely under instructions received from his superior officers and in accordance therewith and did not, in carrying out the said orders, strike the said Robert Partridge or injure him in any manner and did not then, nor does not now, know who was personally responsible for the injuries complained of by the said Robert Partridge.

4. The said Gordon Ellis further complains that at the enquiry held to investigate the actions of the said Toronto Police Force, its officers and constables, conducted by the Police Commissioners of the said City of Toronto, he gave evidence to the best of his ability and knowledge and did not withhold any information or facts of his personal knowledge in connection with the said riots but he, the said Gordon Ellis, was singled out by the said Commissioners, their investigators or representatives, and directly or indirectly charged with being responsible for or having a direct knowledge of the injuries complained of by the said Robert Partridge.

Although as will be seen from this complaint that it is not alleged in it that the action of the Board of Police Commissioners was taken because of Ellis' connection with the formation of the Police Union, that ground was taken before us by his counsel.

inflicted upon one Robert Farbridge, a newspaper reporter attached to the staff of a Toronto newspaper, which said injuries were received by the said Robert Farbridge during the riots occurring on or about the third day of August 1918, and caused by an attack by returned soldiers, their sympathizers and others generally upon restaurants, cafes and other places of business conducted by alien enemies.

3. That the said Gordon Ellis was under the supervision, direction and orders of his superior officers on the said Toronto Police Force during the said riots and conducted himself entirely under instructions received from his superior officers and in accordance therewith and did not, in carrying out the said orders, strike the said Robert Farbridge or injure him in any manner and did not then, nor does not now, know who was personally responsible for the injuries complained of by the said Robert Farbridge.

4. The said Gordon Ellis further complains that at the enquiry held to investigate the actions of the said Toronto Police Force, its officers and constables, conducted by the Police Commissioners of the said City of Toronto, he gave evidence to the best of his ability and knowledge and did not withhold any information or facts of his personal knowledge in connection with the said riots but he, the said Gordon Ellis, was singled out by the said Commissioners, their investigators or representatives, and directly or indirectly charged with being responsible for or having a direct knowledge of the injuries complained of by the said Robert Farbridge.

5. That the said Gordon Ellis during the time that he so appeared as a witness before the said investigation of the said Police Commissioners, was ill with influenza, was under the doctor's care, the subsequent to his evidence being completed was confined to his home still under his physician's care, and that the said Police Commissioners, or their representatives, were advised of the condition of the said Gordon Ellis, but made no allowance for his said condition, and summarily dismissed him, or caused his retirement from the said Police Force, arbitrarily placing the responsibility upon him for conditions beyond his physician control.

6. That the said Gordon Ellis when relieved of service from the Toronto Police Force by the said Police Commissioners, was forced to leave the said Police Force under circumstances which assailed his honesty, integrity and intelligence and that the said manner of his dismissal was wrongful and without just cause and that he, the said Gordon Ellis, has suffered therefrom to his character and reputation and was relieved from subsequent employment on account thereof and has sustained damage therefrom.

Dated at Toronto this Twelfth day of February, 1919.

sgd. B.W. Essery, Solicitor for the
said Gordon Ellis.

Although as will be seen from this complaint that it is not alleged in it that the action of the Board of Police Commissioners was taken because of Ellis' connection with the formation of the Police Union, that ground was taken before us by his counsel.

6. That the said Gordon Ellis during the time that he appeared as a witness before the said investigation of the said Police Commissioners, was ill with influenza, was under the doctor's care, the subpoena for his evidence being complied with by his doctor, and that the said Police Commissioners, or their representatives, were advised of the condition of the said Gordon Ellis, but made no allowance for his said condition, and summarily dismissed him, or caused his removal from the said Police Force, arbitrarily placing the responsibility upon him for conditions beyond his physical control.

7. That the said Gordon Ellis when relieved of service from the Police Force by the said Police Commissioners, was forced to leave the said Police Force under circumstances which assailed his honesty, integrity and intelligence and that the said manner of his dismissal was wrongful and without just cause and that he, the said Gordon Ellis, has suffered therefrom to his character and reputation and was relieved from subsequent employment on account thereof and has sustained damage therefrom.

8. That the said Gordon Ellis on the twelfth day of February, 1919,

was appointed as a Police Officer for the

said Police Force.

Although he will be seen from this complaint that it is

not alleged in it that the action of the Board of Police Commissioners was taken because of Ellis' connection with the formation of the Police Union, that ground was taken before us by his counsel.

We are of the opinion that the contention is not well founded and that there is no reason for thinking that the Board was influenced in coming to its decision by the fact of Ellis' connection with the Police Union and that the decision that Ellis should not longer remain a member of the force was reached for the reason stated by the Board in its finding, which is as follows:

"The Board was not satisfied with the hesitating
"and shifty manner in which P.C. Ellis gave his
evidence, and he does not appear to be a man of
"sufficient intelligence to occupy a position
"on the Police Force."

and the conclusion of the Board was,-

"That P.C. Gordon Ellis be advised to get some
"employment more suited to his capabilities."

The Testimony of Ellis was given in the course of an enquiry which the Board had instituted in order to ascertain how far, if at all, complaints that had been made that members of the force had misconducted themselves during the riots which took place in Toronto in the month of August last and had assaulted a newspaper reporter and crippled soldiers and citizens were well founded.

We see no reason for differing from the conclusion of the Board as to the testimony of Ellis or from its decision that he ought not to remain a member of the police force. The decision was unanimous. Judge Winchester and the Police Magistrate are judges of long experience and their conclusion was concurred in by the Mayor, after he had read the evidence that had been given by Ellis, and by Mr. Robertson, an

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that had been given by Ellis, and by Mr. Robertson, an

experienced counsel, who acted for the Board on the inquiry.

It needs hardly to be pointed out that it is a very great importance that police constables should be able to give a clear and satisfactory account of transactions in which they have in their official capacity taken part and that serious difficulties are likely to arise in the administration of justice if they are unable to do so.

While we are of opinion that the conclusion of the Board as to Ellis' testimony was justified and that it was proper to dispense with his services as a police constable, he was, we think, too severely dealt with in calling for his immediate resignation and making no provision for the return of part, at least, of his contributions to the Police Benefit Fund during his four years of service. He had not been guilty of official misconduct but was found to be an unsuitable man for the position of police constable owing to causes for which, being temperamental, he was not responsible.

In the case of an employee in other walks of life reasonable notice to terminate his employment would be given and consideration would be had to the question whether, if he had contributed to a pension fund, his contribution or a part of it should not be returned to him.

In Ellis' case the failure to give him reasonable notice to terminate his employment did not work to his prejudice for before his resignation became effective he had secured other employment.

It is but just to him to record the fact that the members of the Board expressed before me the opinion that there was no reason to think that Ellis was a party to the assault on the newspaper reporter or to assaults upon crippled soldiers or

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DISSENTING REPORT OF COMMISSIONER GUNN

citizens or that he was guilty of any improper conduct during the riots, and to say that we are of opinion that there is no ground for thinking that in giving his evidence he was guilty of any deliberate untruth.

We recommend that Ellis be repaid the amount contributed by him to the Police Benefit Fund.

In concluding our report we desire to record our appreciation of the admirable manner in which their cases were presented by the counsel who appeared before us and by Mr. Evans, who was the spokesman for the men, for the assistance rendered to us by putting before us such evidence as they deemed necessary, and for the temperate manner in which the examination of witnesses was conducted, as well as for the thoroughness with which everything which it was thought might assist us in reaching our conclusions was brought to our attention.

We submit herewith a report of the proceedings before the Commission, including a transcript of the evidence and Exhibits.

All of which is respectfully submitted.

Dated at Toronto,

the 22nd day of May, 1919.

sgd. W.R. Meredith,

Chairman.

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DISSENTING REPORT OF COMMISSIONER GUNN

I am unable to agree with some parts of the foregoing report and have the honour to report my conclusions as to those matters as follows;

Constitution of Police Commissioners

I recommend that in municipalities having more than thirty thousand population the Commission consist of three persons, either appointed in the following manner or elected by a vote of the electorate: One to be appointed by the Government, one by the Council of the municipality and one by the members of the police force in the municipality. This may seem a radical innovation, but it is merely applying the principle of the Whitley scheme to the police forces. There are three bodies concerned in the administration of law and order. One is the Government of the Province, one is the municipality and the other the members of the police force engaged in carrying out the enforcement of law and order. Whilst to give the police force a voice in fixing the remuneration which they should receive may seem strange, it is in my opinion right and they should have a voice in determining the conditions under which they shall be employed. This principle has been adopted in Great Britain in industrial communities, and as policemen are wage earners, whilst not actually engaged in the production of goods or commodities for sale, yet they are producing wealth in the form of services necessary to the community, and they are therefore entitled to the same rights that the ordinary wage earner has, or should have. In the municipalities with less than thirty thousand of a population the most satisfactory way would be to elect the Police Commissioners by a vote of the electorate. I am of the opinion if the Government adopts this recommendation that

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appointments made to Police Commissions be confined to laymen.

Where members of the legal fraternity are appointed to boards or commissions the objection is that by reason of their training they are apt to deal with the various problems that may arise from a legal and technical aspect, and lose sight of the human side which must always be considered in dealing with large bodies of men. If it is necessary that legal decisions must be made by Boards of Police Commissioners, each municipality as a general rule has a counsel or solicitor who can advise them as to the legality of any decision or action.

I recommend that the Boards where appointed in the above manner or elected should hold office for three or five years and should be removable at any time for cause.

POLICE UNIONS

I totally dissent from the conclusion reached by my colleagues, and am of the opinion that the men's desire to be members of a union affiliated with the Trades and Labour Congress of Canada, is not only proper and in the public interest but would be in the interests of a more efficient force or forces. There is no fundamental difference between an ordinary wage earner and the policeman both are producers in the economic sense - one produces goods for the community's use, and the other produces services for the community's use. It is merely a difference in the form that their production takes.

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A trades union has been defined as an association of wage earners for the purpose of maintaining or improving their conditions of employment, and undoubtedly a policeman comes within that category. The argument that a policeman is a servant of the public, and therefore unlike other wage earners can be applied to employees of all governmental and municipal bodies, yet no one dreams or would think it reasonable to prohibit the employees of these various bodies from forming a trade union and affiliating with the lawfully recognized legislative labour body in the Dominion. It is quite true that the public should have confidence in their police constables performing their duties faithfully and impartially, but the In my opinion they will have this confidence if they know that their policemen are allowed the right to affiliate with the Trades Congress, knowing that if they prevent them from affiliating, a feeling of dissatisfaction would be left amongst the members of the force tending towards inefficiency, therefore not in the best interests of the community or national unity.

To argue that if an affiliated union of police constables were in existence, the principle of a closed shop would doubtless be adopted, and therefore it would not be proper and in the public interest is beside the question. If an inside union of police constables such as is suggested, affiliated with other police constables' unions in the Province, were formed the principle of a closed shop could be equally adopted by it, therefore this argument does not affect the question of affiliation in any way. It is stated that the Trades Congress initiated steps for the formation of a labour party and that members of the unions affiliated with it are obliged to become members of

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the party, and that the affiliation of a Police Union with the Congress would introduce politics in the force. I do not concur in this. The action of the Trades Congress was merely to urge the formation of a Labour Party and that individuals in sympathy with the Labour party should support such a party, but the choice of affiliation with such a party is entirely voluntary so far as the Trades Congress is concerned. The Congress pointed out that as they were a purely legislative body, they could not form a party, and that such a party was required to be formed outside of the Trades Congress.

It is quite true that the American Federation of Labour does not admit Police Unions into its membership, but the Trades Congress, after consideration, agreed to admit Police Unions into affiliation with it, and the Congress, after all is the body whose affiliation is disputed. Whilst undoubtedly sympathetic strikes by police unions would inconvenience the community, yet the men have always pointed out that they are willing to forego the right to a sympathetic strike, and they are willing in the case of a deadlock between themselves and the Police Commissioners, that their disputes shall be submitted to arbitration, thus showing their desire to serve the public interests in the best possible way. I do not agree that in the case of a labour strike police constables would be led by sympathy to commit acts not in keeping with the oath which they take on becoming members of the force. This view seems to me to assume that the average policeman is mentally incapable of distinguishing between right and wrong, and of keeping their solemn oath which they have taken on assuming their responsibilities of membership in the Police Force.

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that in the case of a labour strike the police commission would be led by sympathy to commit acts not in keeping with the oath which they take on becoming members of the force. This view seems to me to assume that the average policeman is mentally incapable of distinguishing between right and wrong, and of keeping their solemn oath which they have taken on assuming their responsibilities of membership in the Police Force.

Rather I am convinced that the actions of the policemen during all the labour strikes that have taken place in Toronto since the question of police affiliation has arisen, show that they are capable of acting impartially and fearlessly in the discharge of their duties. I wish to point out that so far there has been no legal enactment forbidding policemen to join a lawful body or organization such as the Trades Congress is, and to take away from them the freedom to join such a body now is not only creating barriers to their successful development, but is restricting their rights instead of enlarging them, which ought to be the trend of modern society. The policeman, as I have said, is a wage earner, and as the Trades Congress is an association of wage earners' organizations for the purpose of promoting legislation in their interests, policemen, in my opinion, have a right to participate in the promotion of such legislation and in the benefits that would flow from such legislation when enacted.

To summarize:

The policeman is a wage earner producing wealth for the community in the form of services, is entitled to good living conditions, reasonable hours of labour, the opportunities to develop his spiritual, mental and physical faculties, to take his part in the development of the community, and to the protection that legislation promoted in labour interests would give him, and for these reasons in my opinion is entitled to be a member of a union affiliated with a lawful body such as the Congress is, and I recommend that he be allowed to do so.

Rather I am convinced that the actions of the policemen during all the labour strikes that have taken place in Toronto since the question of police affiliation has arisen, show that they are capable of acting impartially and fearlessly in the discharge of their duties. I wish to point out that so far there has been no legal enactment forbidding policemen to join a lawful body or organization such as the Trades Congress in, and to take away from them the freedom to join such a body now is not only creating barriers to their successful development, but is restricting their rights instead of enlarging them, which ought to be the trend of modern society. The policeman, as I have said, is a wage earner, and as the Trades Congress is an association of wage earners' organizations for the purpose of promoting legislation in their interests, policemen, in my opinion, have a right to participate in the promotion of such legislation and in the benefits that would flow from such legislation when enacted.

To summarize:

The policeman is a wage earner producing wealth for the community in the form of services, is entitled to good living conditions, reasonable hours of labour, the opportunities to develop his spiritual, mental and physical faculties, to take his part in the development of the community, and to the protection that legislation promoted in labour interests would give him, and for these reasons in my opinion is entitled to be a member of a union affiliated with a lawful body such as the Trades Congress in, and I recommend that he be allowed to do so.

COMPLAINT NO. 1.

Whilst there is no strong reason for thinking that favoritism was the reason for the withdrawal of charges that had been laid by members of the Motor Cycle Corps of infractions of the Motor Vehicles Act, yet at the same time I am convinced that the officials in charge of the court proceedings did not always communicate with the constable by whom the charge was laid, and this naturally led to a feeling of resentment on the part of these men. Men in general try to be efficient in the carrying out of their duties, and the police constable is no exception to this rule, therefore, when charges were withdrawn and no reasons given to the men by whom they were laid, it was natural that they should ask themselves of what use they were in carrying out these duties. A little consideration in this respect would, in my opinion, have obviated any complaints from this department.

COMPLAINT NO. 2.

Whilst no evidence was adduced to support this charge undoubtedly there was a suspicion in the minds of the members of the police force that influence was being used to promote certain members, and I think it better that in future the system of promotion which should obtain in police forces should be a system of competitive examination, due consideration being given to character, ability and seniority.

COMPLAINT NO. 1.

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Whilst no evidence was adduced to support this charge undoubtedly there was a suspicion in the minds of the members of the police force that influence was being used to promote certain members, and I think it better that in future the system of promotion which should obtain in police forces should be a system of competitive examination, due consideration being given to character, ability and seniority.

COMPLAINT NO. 4

Whilst it was not shown that the medical officers of the Board were deliberately neglectful or inefficient, yet in my opinion the system had inherent faults which caused the men's grievances to arise. I concur with my colleagues in the recommendation regarding the medical and surgical services to be provided in the future.

GRIEVANCE NO. 2.

Whilst undoubtedly to make the suggested change would compulsorily retire men in the full vigour of life, there is the suspicion in the minds of the members of the force that a great many promotions were made just prior to the last three years in order to enable men to become eligible for the pensions payable to the rank to which they are promoted. That I think is the reason for this suggested change. While I cannot agree that the suggested change should be adopted, yet I am convinced that if a limit were placed on the period upon which men could become eligible for pensions, it would obviate this change.

I suggest therefore that men receive a pension rate at the rank they have at twenty-four years' service, and that no matter how long a man stays on the force after that he shall be given the pension due to the rank which he has at the end of twenty-four years.

If I may make an observation it would seem that if men have the ability, character and fitness to be

COMPLAINT NO. 4

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If I may make an observation it would seem that if men have the ability, character and fitness to be

promoted, they will be promoted before reaching this age, and I do not think that this alteration will work any undue hardship on any of the members of the force.

GRIEVANCE NO. 3.

I have already dealt with the question of promotion under the heading "Complaints regarding influence and special consideration being given to members of the Police Force". I have suggested there what in my opinion is a reasonable solution of a very difficult question.

GRIEVANCE NO. 11.

I do not agree with my colleagues' views on this question. There are two classes of offences for which men are punished: minor ones "A" which consist of breaches of the regulations, &c., and those in "B" class, which are a much more serious offence. The present practice is that a man is fined for an "A" offence, the amount of the fine deducted from his pay, and he continues his work. In my opinion it is an injustice to compel a man to work in addition to losing his pay for the fine, when an offence is in the "A" class, the punishment to be deprived of work and consequent loss of wages for several days is a serious punishment for the average wage earner. In addition, infractions of the Regulations militate against the man's record and consequently his chances of promotion. The "B" class of offences are of a different nature. They consist of offences which are not only breaches of the Regulations but also usually

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violations of the law, and therefore for a policeman to be fined for them is similar to the ordinary citizen who would commit the same offence. Board of Police Commissioners had the power

I recommend therefore that for offences which are entered in the "A" Book the punishment should consist of the offender being laid off for the customary period with loss of wages for same, but that he shall not be compelled to work out his fine. For offences in the "B" Book I am of opinion that the punishments should remain as at present.

All of which is respectfully submitted.

GRIEVANCE NO. 12.

Dated at Toronto:

While the Chief Constable was undoubtedly right in declining to treat the Benefit Fund as a Grievance Committee owing to the fact that the Benefit Fund Committee's functions are prescribed by the rules of the Benefit Fund: provision must be made for the men's committee to have the power to approach the Chief Constable or the Board of Police Commissioners with any legitimate grievance, and this is provided for elsewhere in our report.

THE ELLIS CASE.

It was shown by the evidence given before us, especially by Mr. Robertson, Counsel for the Board, that Ellis was not untruthful or dishonest in the manner in which he gave his evidence before the investigation which took place after the August riots. It was stated by a number of witnesses present that questions were thrown at Ellis in a very rapid

violations of the law, and therefore for a policeman to be fined for them is similar to the ordinary citizen who would commit the same offense.

I recommend therefore that for offenses which are entered in the "A" Book the punishment should consist of the offender being laid off for the customary period with loss of wages for same, but that he shall not be compelled to work out his time. For offenses in the "B" Book I am of opinion that the punishments should remain as at present.

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While the Chief Constable was undoubtedly right in declining to treat the Benefit Fund as a Grievance Committee and to the fact that the Benefit Fund Committee's functions are prescribed by the rules of the Benefit Fund: provision must be made for the men's committee to have the power to approach the Chief Constable or the Board of Police Commissioners with any legitimate grievance, and this is provided for elsewhere in our report.

THE ELLIS CASE.

It was shown by the evidence given before us, especially by Mr. Robertson, Counsel for the Board, that Ellis was not untruthful or dishonest in the manner in which he gave his evidence before the investigation which took place after the August riots. It was stated by a number of witnesses present that questions were thrown at Ellis in a very rapid

manner and were liable to confuse a witness who had a natural hesitancy of speech and I am of the opinion that while the Board of Police Commissioners had the power legally to dismiss Ellis from the police force, the manner in which they did so undoubtedly was harmful to his reputation and to his future chances of employment.

In other respects I agree with the conclusions of my fellow Commissioners and with their recommendations.

All of which is respectfully submitted.

Dated at Toronto.

the 22nd day of May, 1919.

sgd. James T. Gunn

... and were liable to confuse a witness who had
a natural hesitancy of speech and I am of the opinion that
while the Board of Police Commissioners had the power
legally to dismiss Kiffin from the police force, the
manner in which they did so undoubtedly was harmful
to his reputation and to his future chances of
employment.
In other respects I agree with the conclusions
of my fellow Commissioners and with their recommendations.
All of which is respectfully submitted.

Dated at Toronto.

the 22nd day of May, 1918.

Attest: James T. Gunn

ROYAL COMMISSION ON POLICE MATTERS

February 12th, 1919

Schedule No.1

Replies from Police Commissioners.

TOWN OF GODERICH

Questions to be submitted to Police Commissioners

1. Have the members of your police force formed an Association or Union ?

No.

2. If so, is it affiliated with any other organization?

No.

3. Do you approve of

(a) The formation of such an Association or Union?
If local only.

(b) Its affiliation with any other organization?

No.

4. If you do not approve please state your reasons.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

8. If so, please state them.

Yours very truly,

"S. E. East"

Sec'y. Board of Police Commissioners.

ROYAL COMMISSION ON POLICE MATTERS

Subsidiary No. 1

Replies from Police Commissioners.

TOWN OF GORRIS

Questions to be submitted to Police Commissioners

1. Have the members of your police force formed an Association or Union?

No.

2. If so, is it affiliated with any other organization?

No.

3. Do you approve of (a) The formation of such an Association or Union?

If local only.

(b) Its affiliation with any other organization?

No.

4. If you do not approve please state your reasons.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

8. If so, please state them.

Ottawa, Feb. 12th, 1919

February 12th, 1919

A. G. Newall, Esq.,
Secretary, Police Commission.

A. G. Newall, Esq. Secretary,
Com. appointed to Inquire into Police
Matters,
City Hall,
Toronto, Ont.

Dear Sir,

The following are the answers of the Board of
Police Commissioners to the questionnaire submitted on the
7th instant:

1. Have the members of your Police Force formed
an Association or Union?

Answer - No.

3. Do you approve of

(a) The formation of such an Association
or Union?

Answer. The Board has not been asked by our Force
to consider the question and would not like to
commit themselves on that question before being
asked to do so by the men of the Force.

(b) Its affiliation with any other organi-
zation?

Answer. No.

5. Would it be desirable to form a permanent body
to deal with complaints by members of the force, by way
of appeal from the Board, and with authority with the
approval of the Lieutenant Governor in Council to pre-
scribe general rules and regulations as to hours of
labour, promotions and other matters for the good gov-
ernment and discipline of the Force?

Answer - So far as our experience the Board have
not had any differences that they have not been able
to arrange satisfactorily.

7. Have you any suggestions to make as to the
composition of Boards of Police Commissioners?

Answer - None.

Yours very truly,

"S. H. Kent"

Sec'y. Board of Police Commissioners.

February 18th, 1919

A. G. Howitt, Esq. Secretary,
Com. appointed to inquire into Police
Matters,
City Hall,
Toronto, Ont.

Dear Sir,

The following are the answers of the Board of
Police Commissioners to the questionnaire submitted on the

7th instant:

1. Have the members of your Police Force formed
an Association or Union?

Answer - No.

2. Do you approve of
(a) The formation of such an Association
or Union?
Answer. The Board has not been asked by our Force
to consider the question and would not like to
commit themselves on that question before being
asked to do so by the men of the Force.

(b) Its affiliation with any other organi-
zation?

Answer. No.

3. Would it be desirable to form a permanent body
to deal with complaints by members of the Force, by way
of appeal from the Board, and with authority with the
approval of the Lieutenant Governor in Council to pre-
scribe general rules and regulations as to hours of
labor, promotions and other matters for the good gov-
ernment and discipline of the Force?

Answer - So far as our experience the Board have
not had any differences that they have not been able
to arrange satisfactorily.

4. Have you any suggestions to make as to the
composition of Boards of Police Commissioners?

Answer - None.

Yours very truly,

"S. H. Kent"

Sec'y. Board of Police Commissioners.

Police COURT Clerk's Office

Ottawa, Feb. 12th, 1919.

A. G. Newall, Esq.,
Secretary, Police Commission,
Toronto.

Sir,

I am directed by the Board of Commissioners of Police for the City of Ottawa to forward to you the attached answers to the questions submitted to them by the Commission appointed to enquire into Police Matters.

Your obedient servant

"W. P. Lett"

Secretary.

-
1. Yes. In April last but it is not now in existence.
 2. It was, but the Board refused to tolerate it and it was abandoned.
 3. (a) No serious objection if not affiliated.
(b) No.
 4. In order to discharge their duties efficiently and impartially police officers must be free from every entanglement. For the proper enforcement of the law and the protection of all classes it is vitally necessary that the police should be free from political, labour or other influences.
 5. We do not think so.
 6. The Board does not consider the formation of such a body a necessity.
 7. Yes.
 8. That there be no change from the present composition of the Board.

Certified

"W. P. Lett"

Police COURT Clerk's Office
Ottawa, Feb. 12th, 1912

A. G. Newell, Esq.,
Secretary, Police Commission,
Toronto.

Sir,

I am directed by the Board of Commissioners of
Police for the City of Ottawa to forward to you the
attached answers to the questions submitted to them by
the Commission appointed to enquire into Police Matters.

Your obedient servant

"W. F. Lett"

Secretary.

-
1. Yes. In April last but it is not now in existence.
 2. It was, but the Board refused to tolerate it and it
was abandoned.
 3. (a) No serious objection is not anticipated.
(b) No.
 4. In order to discharge their duties efficiently and
impartially police officers must be free
from every entanglement. For the proper
enforcement of the law and the protection
of all classes it is vitally necessary
that the police should be free from polit-
ical, labour or other influences.
 5. We do not think so.
 6. The Board does not consider the formation of such a
body a necessity.
 7. Yes.
 8. That there be no change from the present composition
of the Board.

Certified

"W. F. Lett"

Owen Sound, Ont.

Feb. 18th, 1919.

A. G. Newall & Co.,

City Hall,

Toronto, Ont.

Dear Sirs,

Replying to your favour of the 7th inst.
addressed to the Board of Police Commissioners, Owen
Sound. I have to say that we have no Police Commission-
ers here.

Yours truly

"Geo. Menzies"
Clerk, Police Court.

Questions to be submitted to Police Commissioners.

1. Have the members of your police force formed an Association or Union? No.
2. If so, is it affiliated with any other organization?
3. Do you approve of:
(a) The formation of such an Association or Union
(b) Its affiliation with any other organization? NO.
4. If you do not approve please state your reasons.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labor, promotions and other matters for the good government and discipline of the force?
6. If not please state your reasons.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?
8. If so please state them.

Owen Sound, Ont.

Feb. 13th, 1919.

A. G. Hewitt & Co.,

City Hall,

Toronto, Ont.

Dear Sirs,

Replying to your favour of the 7th inst.

addressed to the Board of Police Commissioners, Owen

Sound. I have to say that we have no Police Commission-

ers here.

Yours truly

"Geo. Menzies"
Clark, Police Comm.

Questions to be submitted to Police Commissioners.

1. Have the members of your police force formed an Association or Union? No.
2. If so, is it affiliated with any other organization?
3. Do you approve of:
(a) The formation of such an Association or Union?
(b) Its affiliation with any other organization? No.
4. If you do not approve please state your reasons.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labor, promotions and other matters for the good government and discipline of the force?
6. If not please state your reasons.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?
8. If so please state them.

March 12th, 1919.

QUESTIONS TO BE SUBMITTED TO POLICE COMMISSIONERS.

A. S. Newall, Esq.,

Sec'y. Police Commissioners

1. Have the members of your Police Force formed an Association or Union?

Dear Sir,

No.

2. If so, is it affiliated with any other organization?

3. Do you approve of

(a) the formation of such an Association or Union

matters, was submitted to the Police Board of Commissioners.

No.

ers of Police at a meeting held yesterday, and I enclose their

(b) its affiliation with any other organization

replies.

No.

4. If you do not approve please state your reasons.

The constabulary should be free from any restrictions or any alliance which would in any way affect their proper control by the proper constituted authority.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force by way of appeal from the Board and with authority with the approval of the Lieutenant-Governor in Council to prescribe general rules and regulations as to hours of labor, promotions and other matters for the good government and discipline of the force?

1. Have

2. If so Yes, although the matter does not appear of importance in small places.

3. If not

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

4. If you

Possibly a representative nominated by the constabulary of the municipality from one of their members or otherwise as a fourth member with rating power would be advisable.

8. If so please state them.

This would give the police representation for the purpose of looking after their own interests and to explode their own ideas and theories. The Chairman of Board in event of tie vote should have casting vote.

6. If not

7. Have

8. If so

QUESTIONS TO BE SUBMITTED TO POLICE COMMISSIONERS.

1. Have the members of your Police Force formed an Association or Union?

No.

2. If so, is it affiliated with any other organization?

3. Do you approve of

(a) the formation of such an Association or Union

No.

(b) its affiliation with any other organization

No.

4. If you do not approve please state your reasons.

The constabulary should be free from any restrictions or any alliance which would in any way affect their proper control by the proper constituted authority.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force by way of appeal from the Board and with authority with the approval of the Lieutenant-Governor in Council to prescribe general rules and regulations as to hours of labor, promotions and other matters for the good government and discipline of the force?

Yes, although the matter does not appear of importance in small places.

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

Possibly a representative nominated by the constabulary of the municipality from one of their members or otherwise as a fourth member with ruling power would be advisable.

8. If so please state them.

This would give the police representation for the purpose of looking after their own interests and to exclude their own ideas and theories. The Chairman of Board in event of the vote should have casting vote.

March 12th, 1919.

A. G. Newall, Esq.,

Sec'y. Police Commissioners

City Hall,

Toronto, Ontario.

Dear Sir,

Your letter of February 7th enclosing questions to be submitted to the Board of Police Commissioners and asked for by the Commission appointed to enquire into police matters, was submitted to the Peterborough Board of Commissioners of Police at a meeting held yesterday, and I enclose their replies.

Yours truly

"S. R. Armstrong"
Secretary.

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union? NO.
2. Is so is it affiliated with any other organization? NO.
3. Do you approve of:
 - (a) The formation of such an association or union? NO.
 - (b) Its affiliation with any other organization? NO.
4. If you do not approve please state your reasons. IT WOULD NOT BE IN THE INTEREST OF THE PUBLIC OR OF THE FORCE.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to the hours of labour, promotions and other matters for the good government and discipline of the force. NO
6. If not, please state your reasons. NOT FOUND NECESSARY IN OUR EXPERIENCE.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners ?
8. If so, please state them.

WE HAVE NOT SEEN ANY SUGGESTIONS THAT WOULD IN OUR OPINION IMPROVE THE COMPOSITION OF THE BOARD, AS IT PRESENT IT IS NOT INFLUENCED BY A DESIRE TO SECURE VOTES AND IS IN A PROPER SENSE INDEPENDENT, YET IT IS WITH THE MAYOR ON THE BOARD IN TOUCH WITH PUBLIC OPINION.

March 12th, 1919.

A. G. Newall, Esq.,

See'y. Police Commissioners

City Hall,

Toronto, Ontario.

Dear Sir,

Your letter of February 7th enclosing questions

to be submitted to the Board of Police Commissioners and

asked for by the Commission appointed to enquire into police

matters, was submitted to the Peterborough Board of Commission-

ers of Police at a meeting held yesterday, and I enclose their

replies.

"S. R. Armstrong"
Secretary.

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union?

NO.

2. Is so is it affiliated with any other organization? NO.

3. No you approve of:

(a) The formation of such an association or union? NO.

(b) Its affiliation with any other organization? NO.

4. If you do not approve please state your reasons. IT

WOULD NOT BE IN THE INTEREST OF THE PUBLIC OR OF

THE FORCE.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to the hours of labour, promotions and other matters for the good government and discipline of the force, NO

6. If not, please state your reasons. NOT FOUND NECESSARY IN OUR EXPERIENCE.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

8. If so, please state them.

WE HAVE NOT SEEN ANY SUGGESTIONS THAT WOULD IN OUR OPINION IMPROVE THE COMPOSITION OF THE BOARD, AS IT PRESENT IT IS NOT UNDERTAKEN BY A COMMITTEE TO ENQUIRE INTO THE

QUESTIONS TO THE BOARD OF POLICE COMMISSIONERS.
Port Arthur,

Feb. 19, 1919.

A. G. Newall, Esq.,
City Hall,
Toronto, Ont.

Dear Sir,

Replying to your letter of 7th inst. addressed to Secretary of the Board of Police Commissioners re inquiry into Police matters

(1) Have the members of your Police Force formed an Association or Union?

A. No.

(2) If so, is it affiliated with any other organization?

A. No.

(3) Do you approve of

(a) the formation of such Association or Union? No.

(b) its affiliation with any other organization? No. We are opposed to it.

(4) If you do not approve, please state your reasons?

In case of a union among the police there would be too great a danger of fraternizing of the Union with the members of other Unions particularly if the unions had affiliated. There would be also great danger that the public would be suspicious of undue sympathy between the Force and other Unions even if such suspicion was groundless.

(5) In a City the size of Port Arthur the present system has worked admirably and we are convinced that no change is necessary or desirable here.

(6) See 5.

(7) Have you any suggestion to make as to the composition of Board of Police Commissioners? As we have stated in 5 we believe the present system to be satisfactory both for the public, the Council and the members of the Force.

(8) See 7.

Yours truly,

"T. F. Milne"

City Clerk.

Feb. 19, 1919.

Port Arthur,

A. G. Newall, Esq.,
City Hall,
Toronto, Ont.

Dear Sir,

Replying to your letter of 7th inst. address-

ed to Secretary of the Board of Police Commissioners re

inquiry into Police matters

(1) Have the members of your Police Force formed an Association or Union?

A. No.

(2) If so, is it affiliated with any other organiza-
tion?

A. No.

(3) Do you approve of

(a) the formation of such Association or

Union? No.

(b) its affiliation with any other organiza-
tion? No. We are opposed to it.

(4) If you do not approve, please state your reasons?

In case of a union among the police there
would be too great a danger of fraternizing of the
Union with the members of other Unions particu-
larly if the unions had affiliated. There would be
also great danger that the public would be suspicious
of undue sympathy between the force and other Unions
even if such suspicion was groundless.

(5) In a City the size of Port Arthur the present
system has worked admirably and we are convinced
that no change is necessary or desirable here.

(6) See 5.

(7) Have you any suggestion to make as to the composi-
tion of Board of Police Commissioners? As we have
stated in 5 we believe the present system to be
satisfactory both for the public, the Council and
the members of the force.

(8) See 7.

Yours truly,

"T. W. Milne"

City Clerk.

QUESTIONS TO BE SUBMITTED TO POLICE COMMISSIONERS.

1. Have the members of your Police Force formed an Association or Unions?

NO.

2. If so is it affiliated with any other organization?

3. Do you approve of

(a) The formation of such an association or union? NO

(b) Its affiliation with any other organization? NO

4. If you do not approve please state your reasons.

IT MIGHT LEAD TO ORGANIZED STRIKES OR SYMPATHETIC

STRIKES AND THUS DEFEAT THE OBJECT FOR WHICH A POLICE FORCE IS ORGANIZED.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with the authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

DO NOT THINK SO WITH FORCE OF SEVEN MEN SUCH AS WE HAVE

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

8. If so, please state them.

HAVE NO CHANGES TO SUGGEST IN THE COMPOSITION OF BOARDS. THE COMPOSITION AS AT PRESENT APPEARS TO GIVE SATISFACTION HERE. THE MAYOR AS REPRESENTATIVE OF THE MUNICIPALITY HAS A VOICE IN ALL EXPENDITURES OF THE BOARD. IF NO CHANGE IS RECOMMENDED BY THE COMMISSION I WOULD SUGGEST THAT A RECOMMENDATION BE MADE THAT ALL REMUNERATIONS TO MEMBERS OF BOARDS ENTITLED, ~~TO~~ BE COMPULSORY INSTEAD OF OPTIONAL AS AT PRESENT? SAID REMUNERATION TO BE BASED ON THE POPULATION OF CITIES HAVING BOARDS.

Feb. 13/19.

Chairman, Sarnia
of Board

QUESTIONS TO BE SUBMITTED TO POLICE COMMISSIONERS.

1. Have the members of your Police Force formed an Association or Union?

NO.

2. If so is it affiliated with any other organization?

3. Do you approve of

(a) The formation of such an association or union? NO

(b) The affiliation with any other organization? NO

4. If you do not approve please state your reasons.

IT MIGHT LEAD TO ORGANIZED STRIKES OR SYMPATHETIC

STRIKES AND THUS DEFEAT THE OBJECT FOR WHICH A POLICE

FORCE IS ORGANIZED.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with the authority to give approval of the Lieutenant Governor in Council to give police general rules and regulations as to hours of labor, promotions and other matters for the force? Government and discipline of the force?

DO NOT THINK SO WITH FORCE OF SEVEN MEN SUCH AS WE HAVE

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

8. If so, please state them.

HAVE NO SUGGESTIONS TO SUBMIT IN THE COMPOSITION OF BOARDS. THE COMPOSITION AS AT PRESENT APPEARS TO GIVE SATISFACTION HERE. THE MAYOR AS REPRESENTATIVE OF THE MUNICIPALITY HAS A VOICE IN ALL EXPENDITURES OF THE BOARD. IF NO CHANGE IS RECOMMENDED BY THE COMMISSION I WOULD SUGGEST THAT A RECOMMENDATION BE MADE THAT ALL REMUNERATIONS TO MEMBERS OF BOARDS BE LIMITED. HE BE COMPULSORY INSTEAD OF OPTIONAL AS AT PRESENT? SAID REMUNERATION TO BE BASED ON THE POPULATION OF CITIES HAVING BOARDS.

Feb. 13/19.

Chairman, Board
of Board

CITY OF SAULT STE. MARIE.

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union?

NO.

2. If so is it affiliated with any other organization

NO.

3. Do you approve of

(a) The formation of such an association or union

(b) Its affiliation with any other organization

4. If you do not approve please state your reasons

ANSWERS TO 3 and 4

We see no reason why a union should not be established in our police force if the men wish it nor why such a union should not affiliate with other police unions. We would seriously deprecate the affiliation of police unions with trades and labour unions generally., Quite manifestly their obligation arising out of such affiliation might be wholly opposed to their duty as policemen.

Sault Ste. Marie,

Feb. 10/19

5. Would it be desirable to form a permanent body to deal with complaints by members of the force by way of appeal from the Board, and with authority with approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

We have never had any occasion when such an appellate tribunal was at all needed.

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners.

NO.

8. If so, please state them.

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union?

NO.

2. Is so it affiliated with any other organization?

NO.

3. Do you approve of

(a) The formation of such an association or union

(b) Its affiliation with any other organization

4. If you do not approve please state your reasons

ANSWERS TO 3 and 4

We see no reason why a union should not be established in our police force if the men wish it nor why such a union should not affiliate with other police unions. We would seriously deprecate the affiliation of police unions with trades and labor unions generally. While manifestly their obligation arising out of such affiliation might be wholly opposed to their duty as policemen.

Saml Stebbins,

Feb. 10/19

5. Would it be desirable to form a permanent body to deal with complaints by members of the force by way of appeal from the Board, and with authority with approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labor, promotions and other matters for the good government and discipline of the force?

We have never had any occasion when such an appellate tribunal was at all needed.

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

NO.

8. If no, please state them.

City of Brantford
Questions to be Brantford, Ont. February 15th, 1918.

A. G. Newall, Esq.,

City Hall,

Toronto, Ont.

Dear Sir,

Your letter of the 7th instant received with a list of questions re Police Unions, I referred the same to the Honorable Board of Police Commissioners of Brantford at their Annual Meeting held February 10th, 1919, and for your information I enclose herewith the answers to the questions.

Yours sincerely,

"Chas. Slemin"

Secretary

Board of Police Commissioners.

-
1. No.
 2. No.
 3. (a) No objection if limited to a Police Union.
(b) No.
 4. Possible conflict between interest and alleged interest and duty imperilling the peace and order and safety of the general public.
 5. Board has no objection to this suggestion and think it might be advisable.
 6. Answered in No.5
 7. (a) Keep Politics and class control out of the Commission and keep Commission independent of the City Council

For a place the size of Brantford we think the Board as at present constituted the most satisfactory.

Any elective commissioner (outside the Mayor) would introduce politics and cause in many cases friction between the Ex officials members and the elective.

City of Chatham

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or union?

NO.

2. If so is it affiliated with any other organization?

3. Do you approve of:

(a) The Formation of such an Association or Union?

(b) Its affiliation with any other association or Union.

NO ACTION WAS TAKEN AT A MEETING HELD FEBRUARY 25/19.

4. If you do not approve please state your reasons.

CHATHAM IN ANY CASE IS NOT LARGE ENOUGH AND POLICE FORCE SO SMALL THAT IT WOULD NOT BE WISE TO GO INTO THE MATTER.

5. Would it be desirable to form a permanent body to deal

with complaints by members of the force, by way of

appeal from the Board, and with authority with the

approval of the Lieutenant Governor in Council to pre-

scribe general rules and regulations as to hours of

labour, promotions and other matters for the good govern-
ment and discipline of the Force?

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition
of Boards of Police Commissioners.

8. If so please state them.

"W. G. Merritt"

Secty. Police Commrs.

THE CORPORATION OF THE TOWN OF COBALT.

Cobalt, Feb. 14th, 1919.

A. G. Newall & Co.,

Gentlemen,

In answer to your letter of Feb. 7th regarding Police information to the Board of License Commissioners, I am pleased to report that there has been no unrest or agitation with our Town Police and they not formed any association or Union.

Yours very truly,

"A. Giachino"

Chairman Police & Relief.

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union?
2. If so, is it affiliated with any other organization?
3. Do you approve of
 - (a) The formation of such an Association or Union
 - (b) Its affiliation with any other organization?
4. If you do not approve please state your reasons.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government of discipline of the force?
6. If not please state your reasons.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?
8. If so please state them.

QUESTIONS TO BE SUBMITTED TO POLICE COMMISSIONERS.

1. Have the members of your police force formed an Association or Union?

No.

2. If so, is it affiliated with any other organization?

3. Do you approve of

(a) The formation of such an association or union? No.

(b) Its affiliation with any other organization? No.

4. If you do not approve please state your reasons.

"Look on police force as a quasi-military organization. If men in a union were affiliated with any other organization and a strike occurred their sympathies would be apt to be with those in control of the strike.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force by way of appeal from the Board, and with authority with the approval of the Lieutenant-Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

Not for a city up to 50,000 population.

6. If not please state your reasons.

Force is too small to make such a scheme workable, in addition it might be said that the services of a small force in country localities is easily ascertainable by the Commissioners.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

None.

"John R. Blake"

Chairman, Board of Police Commissioners

Galt, Ont.

For the Board.

QUESTIONS TO BE SUBMITTED TO POLICE COMMISSIONERS.

1. Have the members of your police force formed an association or union?

No.

2. If so, is it affiliated with any other organization?

Do you approve of

(a) The formation of such an association or union? No.

(b) Its affiliation with any other organization? No.

3. If you do not approve please state your reasons.

"Look on police force as a quasi-military organization.

If men in a union were affiliated with any other organi-

nation and a strike occurred their sympathies would be

apt to be with those in control of the strike.

4. Would it be desirable to form a permanent body to deal

with complaints by members of the force by way of appeal

from the Board, and with authority with the approval of

the Lieutenant-Governor in Council to prescribe general

rules and regulations as to hours of labour, promotions

and other matters for the good government and discipline of

the force?

Not for a city up to 50,000 population.

5. If not please state your reasons.

Force is too small to make such a scheme workable, in

addition it might be said that the services of a small

force in country localities is easily ascertainable by

the Commissioners.

6. Have you any suggestions to make as to the composition

of Boards of Police Commissioners?

None.

"John H. Blake"

Chairman, Board of Police Commissioners

Calif., Cal.

For the Board.

Fort William, Feb. 14th, 1919.

A. G. Newall & Co.,
City Hall,
Toronto, Ont.

Dear Sirs,

Replying to your favour of the 7th inst. I beg to enclose you herewith replies to the questions submitted in connection with the Police Commissioners.

I might state that these replies were submitted to the Police Commissioners and were authorized by them.

Yours truly,

"A. McNaughton"
Sec. Board of Police Commissioners

QUESTIONS SUBMITTED TO POLICE COMMISSIONERS

1. Have the members of your police force formed an Association or Union? *y*

A. No.

2. If so, is it affiliated with any other organization? A. No.

3. Do you approve of

(a) The formation of such Association or Union? A. Neither

(b) Its affiliation with any other Organization? A. Most certainly not.

4. If you do not approve, please state your reasons? A. UNION-

ism implies brotherly co-operation, and this would naturally interfere with the attitude of a member of the Police Force in dealing with any disturbance or altercation between union and non-union citizens, or between the open and closed shop, and would sap the confidence of the general public in the action of the police when dealing with any such difficulty or disturbance.

5. Would it be desirable to form a permanent body to deal with the complaints by members of the force, by way of appeal from the board, and with authority with approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

A. No change desirable and from experience in handling the police force in a city of our population, no change necessary.

6. If not please state your reasons. A. see answer to Q. 5

7. Have you any suggestion to make as to the composition of Board of Police Commissioners? A. To remain as it is.

8. If so, please state them. A. See Question 7.

"A. McNaughton"

Secretary
Board of Police Commissioners

Fort William, Feb. 14th, 1919.

A. G. Hewell & Co.,
City Hall,
Toronto, Ont.

Dear Sirs,

Replying to your favour of the 7th inst. I beg to
enclose you herewith replies to the questions submitted in
connection with the Police Commissioners.
I might state that these replies were submitted to
the Police Commissioners and were authorized by them.

Yours truly,

"A. McLaughlin"
Sec. Board of Police Commissioners

QUESTIONS SUBMITTED TO POLICE COMMISSIONERS

1. Have the members of your police force formed an Associa-
tion or Union?
A. No.
2. If so, is it affiliated with any other organization? A. No.
3. Do you approve of
(a) The formation of such Association or Union? A. Neither
(b) The affiliation with any other organization? A. Most
certainly not.
4. If you do not approve, please state your reasons? A. While
I am inclined to favor co-operation, and this would natur-
ally interfere with the attitude of a member of the
Police force in dealing with any disturbance or alter-
cation between union and non-union citizens, or between
the open and closed shop, and would not be conducive
of the general public in the action of the police when
dealing with any such difficulty or disturbance.
5. Would it be desirable to form a permanent body to deal
with the complaints by members of the force, by way
of appeal from the board, and with authority with
approval of the Lieutenant Governor in Council to
prescribe general rules and regulations as to hours
of labor, promotions and other matters for the good
government and discipline of the force?
A. No change desirable and from experience in handling
the police force in a city of our population, no change
necessary.
6. If not please state your reasons. A. See answer to Q. 5
7. Have you any suggestion to make as to the composition
of Board of Police Commissioners? A. To remain as it is.
8. If so, please state them. A. See Question 7.

"A. McLaughlin"

St. Thomas, Ont.

February 15th, 1919.

A. G. Newall, Esq.,
Sect. Police Commissioners,
Toronto, Ont.

Dear Sir,

In reply to your communication of the 7th inst.

the Board of Police Commissioners of St. Thomas will reply to your questions as follows -

1. Have the members of your Police Force formed an Association or Union.
A. No.
3. (a) Do you approve of ^{the formation of} such an Association or Union?
A. We do not disapprove of the formation of an Association or Union of the Police. We already have a Chief Constable's Association.
3. (b) Do you approve of its affiliation with any other organization?
A. We do disapprove of its affiliation with any other organization.
4. If you do not approve please state your reasons.
A. Our reasons are that the Police stand for law and order and must be entirely and absolutely independent. We consider that they are in the position of the military and their independent action is essential to the safety of the country.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and for the good government and discipline of the force.
A. We are of the opinion that a Board of Appeal from the Board of Commissioners to deal with complaints by members of the Police Force is desirable and that it should have authority with the approval of the Lieutenant Governor in Council to prescribe rules and regulations, etc. We feel that such a board would give confidence to the Police and also absolute security and in our minds will go far to overcome any difficulties or any injustice which the Police may think they are labouring under.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?
A. We have no suggestion to make for any change in the composition of the Board of Police Commissioners. Absolute harmony has always existed between the Board of Police Commissioners and our Police. Our Police have absolute confidence in the Board and desire no change. When in the past the Board has had to deal severely with some of their members the Police have considered the action of the Board as absolutely proper.
The present Board is independent. The Judge and Police Commissioners Magistrate are well acquainted with the administration of Justice and the Mayor represents the people. Any composition of a Board of Police Commissioners which would represent one section of the people or two sections of the people would be exceedingly objectionable. That is to say if labour was represented

St. Thomas, Ont.
February 15th, 1919.

A. G. Howell, Esq.,
Sect. Police Commissioners,
Toronto, Ont.

Dear Sir,

In reply to your communication of the 7th inst.

the Board of Police Commissioners of St. Thomas will reply

to your questions as follows -

1. Have the members of your Police Force formed an Association or Union?

A. No.

2. (a) Do you approve of such an Association or Union?

A. We do not disapprove of the formation of an Association or Union of the Police. We already have a Chief Constable's Association.

3. (b) Do you approve of its affiliation with any other organization?

A. We do disapprove of its affiliation with any other organization.

4. If you do not approve please state your reasons.

A. Our reasons are that the Police stand for law and order and must be entirely and absolutely independent. We consider that they are in the position of the military and their independent action is essential to the safety of the country.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and for the good government and discipline of the force.

A. We are of the opinion that a Board of appeal from the Board of Commissioners to deal with complaints by members of the Police Force is desirable and that it should have authority with the approval of the Lieutenant Governor in Council to prescribe rules and regulations, etc. We feel that such a Board would give confidence to the Police and also absolute security and in our minds will go far to overcome any difficulties or any injustice which the Police may think they are suffering under.

6. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

A. We have no suggestion to make for any change in the composition of the Board of Police Commissioners. Also late harmony has always existed between the Board of Police Commissioners and our Police. Our Police have absolute confidence in the Board and desire no change. When in the past the Board has had to deal severely with some of their members the Police have considered the action of the Board as absolutely proper.

The present Board is independent. The Judge and Police Magistrate are well acquainted with the administration of justice and the Mayor represents the people. Any composition of a Board of Police Commissioners which would represent one section of the people or two sections of the people would be exceedingly objectionable.

as labour and capital was represented as capital the police would be dragged into the disputes and differences which arise between these bodies.

Further under the present Board of Police Commissioners the Police Magistrate is in constant touch with the Police. He advises, instructs and to a very large extent controls their actions. He is constantly sought by them for guidance which is readily given. If a Board was formed in which Police Magistrates were eliminated he could not consult with, instruct or direct any action of the Police, without being thought to encroach on the province of the Commissioners.

We think that for cities of the size of St. Thomas the present Board is the best and can not be improved upon.

Yours truly,

" C. F. Maxwell "

Secretary.

Clerk and Treasurer

SUBJECT, COUNCIL

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union? NO.
2. If so is it affiliated with any other organization? NO.
3. Do you approve of:
(a) The formation of such an Association or Union. NO.
(b) Its affiliation with any other organization. NO.
4. If you do not approve please state your reasons.

As we believe it is not in the public interest for Police to be affiliated with Unions, as the Public could not receive proper protection in case of strikes.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force? YES.

6. If not please state your reasons. SEE ABOVE.

7. Have you any suggestions to make re to the composition of Board of Police Commissioners? YES.

8. If so please state them.

Give Council power to appoint Board of Police Commissioners along same lines as Board of Health.

as labour and capital was represented as capital the police would be dragged into the disputes and differences which arise between these bodies.

Further under the present Board of Police Commissioners the Police Magistrate is in constant touch with the Police. He advises, instructs and to a very large extent controls their actions. He is constantly sought by them for guidance which is readily given. If a Board was formed in which Police Magistrates were eliminated he could not consult with, instruct or direct any action of the Police, without being thought to encroach on the province of the Commissioners.

We think that for cities of the size of St. Thomas the present Board is the best and can not be improved upon.

Yours truly,

"J. F. Maxwell"
Secretary.

The Town of Sudbury, Ont.

Feb. 12, 1919.

A. G. Newall, Esq.,
Secretary,
Toronto Police Commission,
City Hall, Toronto, Ontario.

Dear Sir,

In reply to yours of the 7th regarding Police Commissioners, I beg to say that we have not now a Police Commission, the Commission having been dissolved in 1915, and the Force is now handled by a Committee of the Municipal Council.

I laid your questions before the Police Committee and I was instructed to say that after considering the various questions they have arrived at the decision as shown on the attached, which I submit for your information.

Yours truly

"W. J. Ross"
Clerk and Treasurer

SUDEBURY, ONTARIO

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union? NO.
2. If so is it affiliated with any other organization? NO.
3. Do you approve of:
 - (a) The formation of such an Association or Union. NO.
 - (b) Its affiliation with any other organization. NO.
4. If you do not approve please state your reasons.

As we believe it is not in the public interest for Police to be affiliated with Unions, as the Public would not receive proper protection in case of strikes.

5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force? YES.
6. If not please state your reasons. SEE ABOVE.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners? YES.
8. If so please state them.

Give Council power to appoint Board of Police Commissioners along same lines as Board of Health.

Feb. 12, 1919.

A. G. Lawell, Esq.,
Secretary,
Toronto Police Commission,
City Hall, Toronto, Ontario.

Dear Sir,

In reply to yours of the 7th regarding Police Commissioners, I beg to say that we have not now a Police Commission, the Commission having been dissolved in 1915, and the force is now handled by a Committee of the Municipal Council.

I laid your questions before the Police Committee and I was instructed to say that after considering the various questions they have arrived at the decision as shown on the attached, which I submit for your information.

Yours truly

"W. J. Ross"
Clerk and Treasurer

SUDBURY, ONTARIO

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union? NO.
2. If so is it affiliated with any other organization? NO.
3. Do you approve of:
(a) The formation of such an Association or Union. NO.
(b) Its affiliation with any other organization. NO.
4. If you do not approve please state your reasons.
As we believe it is not in the public interest for Police to be affiliated with Unions, as the Public would not receive proper protection in case of strikes.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force? YES.
6. If not please state your reasons. SEE ABOVE.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners? YES.
8. If so please state them.
Give Council power to appoint Board of Police Commissioners along same lines as Board of Health.

WELLAND

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force formed an Association or Union.

NO.

2. If so is it affiliated with any other organisation? NO.

3. Do you approve of

(a) The formation of such an Association or Union. YES.

(b) Its affiliation with any other organization? NO.

4. If you do not approve please state your reasons -

A Police Union should be independent of all other Unions.

5. Would it be desirable to form a permanent body to deal with complaints by members of the Force, by way of appeal from the Board, and with authority with the approval of the Lieutenant-Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the force?

YES.

6. If not please state your reasons.

7. Have you any suggestions to make as to the composition of Boards of Police Commissioners?

- 8 If so please state them.

The Judge of the County, the Mayor and Police Magistrate make an ideal Police Commission. Past experience has proven it.

that the Board be elected by the voters to represent the law and all circumstances impartially.

That the morale and general efficiency of the Force would be improved.

In brief the Police cannot serve two masters.

Q. 5. Would it be desirable to form a permanent body to deal with complaints by members of the Force, by way of appeal from the Board and with authority with the approval of the Lieutenant-Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the Force?

Ans. He does not think so.

Q. 6. If not, please state your reasons.

Ans. The Police Commissioners have heretofore always been able to deal satisfactorily with all complaints and the strike occurred, and there is no reason why they should not do so in the future.

Q. 7. Have you any suggestions to make as to the composition of Boards of Police Commissioners. If so please state them.

Ans. It is suggested by the number of Commissioners in other cities that the Board of the City of Welland should be an independent body, with the Mayor, Judge and a representative from the Force.

CHIEF CONSTABLE'S OFFICE, TORONTO.

Questions to be submitted to Police Commissioners.

Q. 1. Have the members of your Police Force formed an Association or Union?

Ans. Yes they have.

Q. 2. If so is it affiliated with any other organization?

Ans. Yes, with the Trades and Labour Congress.

Q. 3. Do you approve of
(a) The formation of such an Association or Union.
(b) Its affiliation with any other organization?

Ans. (a) We do not.

(b) Nor do we approve of its affiliation with any organization, but we have no objection to a Union entirely within the force.

Que. 4. If you do not approve please state your reasons.

Ans. Because outside interference with the internal affairs of the Force would be detrimental to discipline.

Would be likely to promote agitation by outsiders for political and other purposes

Would tend to create the impression among the men that outside influence could obtain for them what they might fail to get from the inside administration.

Might place the Force under obligations that would weaken the confidence of the citizens in their loyalty and impartiality.

Might involve the Police in disputes and strikes that must be avoided by those sworn to uphold the Law under all circumstances impartially.

That the morale and general efficiency of the Force would be impaired.

In brief the Police cannot serve two masters.

Q. 5. Would it be desirable to form a permanent body to deal with complaints by members of the Police Force, by way of appeal from the Board and with authority with the approval of the Lieutenant Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the Force?

Ans. We do not think so.

Q. 6. If not, please state your reasons -

Ans. The Police Commissioners have heretofore always been able to deal satisfactorily with all complaints till the strike occurred, and there is no reason why they should not do so in future.

Q. 7. Have you any suggestions to make as to the composition of Boards of Police Commissioners. If so please state them.

Ans. If an increase in the number of Commissioners is considered desirable the President of the Board of Trade might be an acquisition, also the Chief Constable as a representative from the Force.

Windsor, Ont. March 12th, 1919.

A. G. Newall, Esq.,
Secretary, Royal Commission,
City Hall,
Toronto, Ont.

Dear Sir,

I am instructed by the Board of Police Commissioners for the City of Windsor to reply to the questions submitted by you as follows;

1 and 2. The Board has no knowledge that any association or Union has been formed. We have had no communication from them to that effect, or any request from them for recognition of such union.

3 and 4. We have no opinion to offer.

5. From the experience of the Board and conditions as they exist in Windsor, such a body is not necessary. The board has never had any difficulty in dealing with or disposing of complaints of members of the Force. The Board's rules and regulations as to matters pertaining to the Force and its discipline have so far answered satisfactorily and no complaints against them have been made.

7 and 8. In Windsor, the present constitution of the Board is satisfactory and no complaint from any source whatever as to its composition has been made. So far as Windsor and cities of similar size are concerned, we would suggest no change.

Respectfully yours,

"Geo. F. Warlow"
Secretary to the Board.

Questions to be submitted to Police Commissioners.

1. Have the members of your Police Force an Association or Union.
2. If so is it affiliated with any other organization?
3. Do you approve of
 - (a) The formation of such an association or union?
 - (b) Its affiliation with any other organization?
4. If you do not approve please state your reasons.
5. Would it be desirable to form a permanent body to deal with complaints by members of the force, by way of appeal from the Board, and with authority with the approval of the Lieutenant-Governor in Council to prescribe general rules and regulations as to hours of labour, promotions and other matters for the good government and discipline of the Force.
6. If not please state your reasons.
7. Have you any suggestions to make as to the composition of Boards of Police Commissioners
8. If so please state them.

Wellesley, February 19th, 1919.

ROYAL COMMISSION ON POLICE MATTERS

A. G. Farnell, Esq.,

City of Schedule No.2

Toronto, Ont.

Dear Replies from Municipal Councils.

In answer to your letter of the 7th inst. asking certain questions in connection with Police matters, I beg to state that the Police Force of Wellesley consists of one man only and therefore the questions you ask do not apply.

Yours truly,

TOWN OF WELLESLEY

"Harbert A. Day" Clerk.

WELLESLEY

Questions to be submitted to Municipal Councils in municipalities having Police Commissions.

1. Do you approve of the present constitution of Boards of Police Commissioners? NO.
2. If not what changes do you suggest? Have people elect Commissioners.
3. Do you approve of the members of your Police Force forming an Association or Union? YES.
4. If not, what are your reasons?
5. If you approve do you see any objection to the Association or Union affiliating with other Associations or Unions or with Trades and Labour Organizations? NO.
6. If you do not approve what are your reasons?

Consented to by Finance Committee which is all members of Council

"A. E. Miller"

City Clerk.

Haileybury, February 19th, 1919.

A. G. Newall, & Co.,

City Hall,

Toronto, Ont.

Dear Sirs,

In answer to your letter of the 7th inst. asking certain questions in connection with Police matters, I beg to state that the Police Force of Haileybury consists of one man only and therefore the questions you ask do not apply.

Yours truly,

TOWN OF HAILEYBURY

"Herbert A. Day", Clerk.

KITCHENER

Questions to be submitted to Municipal Councils in municipalities having Police Commissions.

1. Do you approve of the present constitution of Boards of Police Commissioners? NO
2. If not what changes do you suggest? Have people elect Commissioners
3. Do you approve of the members of your Police Force forming an Association or Union? YES.
4. If not, what are your reasons?
5. If you approve do you see any objection to the Association or Union affiliating with other Associations or Unions or with Trades and Labour Organizations? NO.
6. If you do not approve what are your reasons? -----

Concurred to by Finance Committee which is all members of Council

"A. H. Miller"

City Clerk.

Hallidaybury, February 19th, 1919.

A. G. Hewell, Esq.,

City Hall,

Toronto, Ont.

Dear Sirs,

In answer to your letter of the 7th inst.

asking certain questions in connection with Police matters, I beg to state that the Police Force of Hallidaybury consists of one man only and therefore the questions you ask do not apply.

Yours truly,

TOWN OF HALLIDAYBURY

"Herbert A. Day, Clerk."

KITCHENER

Questions to be submitted to Municipal Councils in municipalities having Police Commissioners.

1. Do you approve of the present constitution of Boards of Police Commissioners?
NO
2. If not what changes do you suggest? Have people elect Commissioners
3. Do you approve of the members of your Police Force forming an Association or Union?
YES.
4. If not, what are your reasons?
5. If you approve do you see any objection to the Association or Union affiliating with other Associations or Unions or with Trades and Labour Organizations?
NO.
6. If you do not approve what are your reasons?

Consented to by Finance Committee which is all members of Council

"A. H. Miller"

City Clerk.

Mayor's Office, Ottawa, 1919.

10th Feby. 1919.

A. G. Newall & Co.,
Stenographic Reporters
City Hall,
Toronto, Ont.

Dear Sirs,

I am herewith returning answers to questions submitted in your letter of the 7th instant.

Yours truly,

"Harold Fisher"

Mayor.

Questions to be submitted to Municipal Councils in Municipalities having Police Commissions.

- - - - -

1. Do you approve of the present constitution of Boards of Police Commissioners? Yes.
2. If not, what changes do you suggest? - - - -
3. Do you approve of the members of your police forming an Association or Union? Among themselves, yes.
4. If not, what are your reasons. - - -
5. If you approve do you see any objection to the Association or Union affiliating with other such Associations or Unions, or with Trades and Labour organizations? Yes.
6. If you do not approve, what are your reasons?

Police officers are administrators of the law and should not place themselves in any position where their interest and duty may conflict. Unfortunately labour troubles are frequently accompanied with violence or threatened violence. Where any trouble arises the police should be in a position to act impartially and not be tied up by any affiliations with one side of a labour dispute. They should not even be in a position where they might be suspected of partiality. The police force should not be subject to call for a sympathetic strike. A sympathetic strike of police force may leave the municipality without defence at a time when most needed.

W. J. Horton
Mayor H. Thomas

Napanee, Feb. 10th, 1919.

A. C. Newall, Esq.,
City Hall,
Toronto, Ont.

Dear Sir,

We have your letter of February 7th in reference to the enquiry into police matters. We have not a Board of Police Commissioners here as ours is controlled directly by the Council.

I have answered the questions submitted by you with the help of the chairman of our Police Committee and enclose it herewith.

Yours truly,

"W. A. Grange",
Clerk

Questions to be submitted to Municipal Councils
in municipalities having Police Commissions.

-
1. Do you approve of the present constitution of Boards of Police Commissioners? YES.
 2. If not, what changes do you suggest?
 3. Do you approve of the members of your Police Force forming an Association or Union? NO.
 4. If not, what are your reasons? Because they stand for law and order and should not be beholding to any class.
 5. If you approve do you see any objection to the Association or Union affiliating with other such Associations or Unions or with Trades and Labour Organizations?
 6. If you do not approve, what are your reasons. As above.

from

E. J. Horton.

Mayor, St. Thomas
Ont.

Report, Feb. 10th, 1912.

A. C. Newell, Esq.,

City Hall,

Toronto, Ont.

Dear Sir,

We have your letter of February 7th in reference to the enquiry into police matters. We have not a Board of Police Commissioners here as such is controlled directly by the Council. I have answered the questions submitted by you with the help of the chairman of our Police Committee and enclose it herewith.

Yours truly,

W. A. Granger,
Chairman

Questions to be submitted to Municipal Councils in municipalities having Police Commissioners.

1. Do you approve of the present constitution of Boards of Police Commissioners? YES.

2. If not, what changes do you suggest?

3. Do you approve of the members of your Police Force forming an Association or Union? NO.

4. If not, what are your reasons? Because they stand for law and order and should not be beholden to any class.

5. If you approve do you see any objection to the Association or Union affiliating with other such Associations or Unions or with Trades and Labour Organizations?

6. If you do not approve, what are your reasons. As above.

W. A. Granger
Chairman
Feb. 10th, 1912

THE CITY OF PORT ARTHUR

Feb. 14, 1919.

A. G. Newall, Esq.,
City Hall,
Toronto, Ont.

Dear Sir,

In reply to your letter of Feb. 7, addressed to the Mayor and in respect of the Police Commission, I may say that there is no special dissatisfaction here with the constitution of the Police Commission. The only dissatisfaction is that the estimates are outside the control of the Council, the members of which seem to feel that the subsidiary bodies such as Police Commission, Library, Parks and other Boards should be subject to regulation by the Council. The old Councillors feel that having a separate board to take care of discipline in the force relieves the Council of a great deal of detail.

As far as I have heard, no objection is made to allowing the force to form a union but they do object to affiliation with the Labour Unions with the great danger of lack of proper policing in case of riots or other troubles where the police might be in sympathy with the disturbers. The Police and the Fire Departments should not be allowed to get into such a condition.

Yours truly,

"T. F. Milne"

City Clerk.

THE CITY OF PORT ARTHUR

Feb. 14, 1919.

A. G. Newall, Esq.,
City Hall,
Toronto, Ont.

Dear Sir,

In reply to your letter of Feb. 7, addressed to the Mayor and in respect of the Police Commission, I may say that there is no special dissatisfaction here with the constitution of the Police Commission. The only dissatisfaction is that the estimates are outside the control of the Council, the members of which seem to feel that the subsidiary bodies such as Police Commission, Library, Parks and other Boards should be subject to regulation by the Council. The old Councilors feel that having a separate board to take care of discipline in the force relieves the Council of a great deal of detail.

As far as I have heard, no objection is made to allowing the force to form a union but they do object to affiliation with the Labor Union with the great danger of lack of proper policing in case of riots or other troubles where the police might be in sympathy with the disturbance. The Police and the Fire Departments should not be allowed to get into such a position.

Yours truly,

"T. F. Milne"

City Clerk.

THE CORPORATION OF THE TOWN OF PARRY SOUND.

Feb. 11th, 1919.

A. G. Newall, Esq.,

Toronto.

Dear Sir,

Yours of the 7th to hand this A.M.. In reply to questions re police matters, I purpose taking them up by numbers as they occur in your enquiry. I may say that I am speaking just for myself and not for the Council, but shall bring the matter before Council at our next meeting when we will instruct our Town Clerk to notify you as to the opinion of the Council as a whole.

1. From our experience in this town, I certainly do not approve of the plan of governing the police department of the Town by a Commission.

We found it very inconvenient and impractical from a town council view point. The Mayor and Council had to provide for all costs of the department, while the sole control was assumed by the Commission and oftentimes when the police were needed at home, where they belonged and where their duty was, on enquiry it was found that they had been sent away on some errand out in the unorganized districts or down to Kingston or to the Central Prison with prisoners which work should have been provided for by the Sheriff. To be short, we had our troubles - many - and no remedy, for the Commission ~~resu~~ assumed full control.

We returned, (after disbanding the commission) to Municipal control. We have a committee of three members of Council, called a Police Committee who control the Police Department through the Council and we find the plan works splendidly

3. I do, if they so chose. I see no reason to offer why an officer of the law should be deprived of any rights or privileges which the law of the land allows other men

THE CORPORATION OF THE TOWN OF HARRY SOUND.

Nov. 11th, 1912.

A. G. Newell, Esq.,

Toronto.

Dear Sir,

Yours of the 7th to hand this A.M. In reply

to questions re police matters, I propose taking them up by numbers as they occur in your enquiry. I may say that I am speaking just for myself and not for the Council, but shall bring the matter before Council at our next meeting when we will instruct our Town Clerk to notify you as to the opinion of the Council as a whole.

1. From our experience in this town, I certainly do not approve of the plan of governing the police department of the town by a Commission.

We found it very inconvenient and impractical from a town council view point. The Mayor and Council had to provide for all costs of the department, while the sole control was assumed by the Commission and oftentimes when the police were needed at home, where they belonged and where their duty was, on enquiry it was found that they had been sent away on some errand out in the wilderness district or down to Kingston or to the Central Prison with prisoners which work should have been provided for by the Sheriff. To be short, we had our troubles - many - and no remedy, for the Commission were assumed full control.

We returned, after dissolving the commission) to

Municipal control. We have a committee of three members of Council, called a Police Committee who control the Police Department through the Council and we find the plan works splendidly.

2. I do, if they so chose. I see no reason to offer why an officer of the law should be deprived of any rights

in other trades and professions to enjoy.

5. I cannot see any reason for objecting to the Police forming an Association or Union and affiliating with other such associations or unions or with trades and labour organizations. A Policeman should come to us well recommended and his character vouched for by some responsible person or persons and if he does not find himself in the position of obtaining such recommendation, then we have no business to employ him. If after forming such a Union it is found that there is a man or men who are unworthy or are unduly agitating among the men and causing trouble when there is no need for any it is always in order to discharge such a one "for cause" and the majority of the union would sustain the council in so doing.

As a matter of fact I hold the opinion that there should be no division between employer and employee simply because, after all each is dependent on the other and instead of planning separation we should if possible encourage a fusion of capital and labour.

I am,
Yours sincerely,
"R. Reece Hall"
Mayor.

and there would be absolutely no object in their doing so, providing the union was formed on a proper basis consistent with the new order of things now ensuing in the reconstruction period. Our force of course is so very small that our opinion will doubtless have little weight in considering such a large subject as the Police of the City of Toronto, but we do not believe that the opinion of this Municipality and its citizens would be changed in this respect were the force to be many times larger than it is at the present time.

Very truly

"R. Reece Hall"

Mayor-Toronto.

in other trades and professions to enjoy.

5. I cannot see any reason for objecting to the Police forming an Association or Union and affiliating with other such associations or unions or with trades and labour organizations. A Policeman should come to us well recommended and his character vouched for by some responsible person or persons and if he does not find himself in the position of obtaining such recommendations, then we have no business to employ him. It is after forming such a Union it is found that there is a man or men who are unworthy or are unduly agitating among the men and causing trouble when there is no need for any it is always in order to discharge such a one "for cause" and the majority of the Union would sustain the Council in so doing.

As a matter of fact I hold the opinion that there should be no division between employer and employee simply because, after all each is dependent on the other and instead of planning separation we should if possible encourage a fusion of capital and labour.

I am,
Yours sincerely,
R. B. HALL,
Mayor.

CORPORATION OF THE TOWN OF PARRY SOUND.

February 11th, 1919.

Messrs. A. G. Newall & Co.,
City Hall,
Toronto, Ont.

Dear Sirs,

In reply to your inquiry of the 7th inst. relative to certain questions concerning the handling of Police Matters in this municipality, I have to advise you that some years ago the police of the Town were under a Police Commission, but the matter was found to be very unsatisfactory, and we disbanded the Commission. It is possible that in a larger centre the Commission is the only feasible and proper manner by which to handle the situation.

We have absolutely no hesitation in saying that so far as the small Municipality is concerned it is bound to be very unsatisfactory so long as the composition of the Commission is confined to the Magistrate the District or County Judge and one other.

We are personally and we believe that the general feeling of this Municipality is that all police forces should be permitted to have their organizations or unions, and there would be absolutely no objection in any quarter here to their doing so, providing the union was formed on a proper basis consistent with the new order of things now ensuing in the reconstruction period. Our force of course is so very small that our opinion will doubtless have little weight in considering such a large subject as the Police of the City of Toronto, but we do not believe that the opinion of this Municipality and its officials would be changed in this respect were the force to be many times larger than it is at the present time.

Yours truly

"J. D. Broughton"

Clerk-Treasurer.

February 11th, 1919.

Messrs. A. G. Hewell & Co.,
City Hall,
Toronto, Ont.

Dear Sirs,

In reply to your inquiry of the 7th inst.

relative to certain questions concerning the handling of Police matters in this municipality, I have to advise you that some years ago the Police of the Town were under a Police Commission, but the matter was found to be very unsatisfactory, and we disbanded the Commission. It is possible that in a larger centre the Commission is the only feasible and proper manner by which to handle the situation.

We have absolutely no hesitation in saying that so far as the small Municipality is concerned it is found to be very unsatisfactory as long as the composition of the Commission is confined to the Registrar the District or County Judge and one other.

We are personally and we believe that the general feeling of this Municipality is that all Police forces should be permitted to have their organizations or unions, and there would be absolutely no objection in any quarter here to their doing so, providing the union was formed on a proper basis consistent with the new order of things now ensuing in the reconstruction period. Our force of course is so very small that our opinion will doubtless have little weight in considering such a large subject as the Police of the City of Toronto, but we do not believe that the opinion of this Municipality and its officials would be changed in this respect were the force to be many times larger than it is at the present time.

Yours truly

"J. D. Brown"

Clerk-Treasurer.

QUESTIONS TO BE SUBMITTED TO MUNICIPAL COUNCILS
IN MUNICIPALITIES HAVING POLICE COMMISSIONS.

/ / / / / / / / / / / / / / / / / / /

1. Do you approve of the present constitution of Boards of Police Commissioners? NO.
2. If not what changes do you suggest? Council be given power to appoint Police Commission same as Board of Health
3. Do you approve of the members of your Police Force forming and Association or Union? NO.
4. If not what are your reasons? Police should be in a position to protect public in case of strikes, etc.
5. If you approve do you see any objection to the Association or Union affiliating with other Associations or Unions or with Trades and Labour Organizations? See above
6. If you do not approve what are your reasons? Do.

"F. Morrison"
Mayor, Sudbury.

QUESTIONS TO BE SUBMITTED TO MUNICIPAL COUNCILS
IN MUNICIPALITIES HAVING POLICE COMMISSIONS.

- - - - -

1. Do you approve of the present constitution of Boards of Police Commissioners? Yes.
2. If not what changes do you suggest? -----
3. Do you approve of the members of your Police Force forming an Association or Union? Yes, among themselves.
4. If not what are your reasons?
5. If you approve, do you see any objection to the Association or Union affiliating with other such Associations or Unions or with Trades and Labour Organizations? Yes.
6. If you do not approve what are your reasons?

If Our Police were to be become affiliated with a Trade or Labour Organization and should said Organization go out on strike and a riot follow could our Police fill their obligation to the Town in pulling down the riot when they themselves were under an obligation with the said Trade Union? I fear not.

"Danl. Denton"
Mayor, Cobourg.

QUESTIONS TO BE SUBMITTED TO MUNICIPAL COUNCILS
IN MUNICIPALITIES HAVING POLICE COMMISSIONS.

1. Do you approve of the present constitution of Boards
of Police Commissioners? No.

2. If not what changes do you suggest? Council be given
power to appoint Police Commission same as Board of
Health

3. Do you approve of the members of your Police Force forming
any Association or Union? No.

4. If not what are your reasons? Police should be in a position
to protect public in case of strikes, etc.

5. If you approve do you see any objection to the Association
or Union affiliating with other Associations or Unions
or with Trades and Labor Organizations? See above

6. If you do not approve what are your reasons? No.

"F. Morrison"
Mayor, Sudbury.

QUESTIONS TO BE SUBMITTED TO MUNICIPAL COUNCILS
IN MUNICIPALITIES HAVING POLICE COMMISSIONS.

1. Do you approve of the present constitution of Boards
of Police Commissioners? Yes.

2. If not what changes do you suggest? -----

3. Do you approve of the members of your Police Force
forming an Association or Union? Yes, among
themselves.

4. If not what are your reasons?

5. If you approve, do you see any objection to the
Association or Union affiliating with other
such Associations or Unions or with Trades
and Labor Organizations? Yes.

6. If you do not approve what are your reasons?

If our Police were to be become affiliated with a
Trade or Labor Organization and should said
Organization go out on strike and a riot follow
could our Police fill their obligation to the Town
in pulling down the riot when they themselves
were under an obligation with the said Trade Union?
I fear not.

"Danl. Benton"
Mayor, Cobourg.

Bellefleur, Ont.

March 15, 1913.

ROYAL COMMISSION ON POLICE MATTERS

To the Honorable

Chief Justice

Schedule No. 3

of the Royal Commission,

Ottawa, Ont.

Toronto, Ont.

Sir,

Re: Police and Trades and Labour Congress.

Letters from Chief Constables.

As requested by the Secretary-Treasurer

of the Chief Constables' Association of Canada, I have
sent you my views on the question as to whether it is
advisable for policemen to affiliate with the Trades and
Labour Congress or not.

I have been on the force here forty-
one years and Chief of Police for thirty-one years. I
think it would be inadvisable for policemen to affiliate
with the Trades and Labour Congress as they might try to
serve two masters. In case of any disturbance in which
any members of the Trades and Labour Congress were
involved it might be difficult for them to perform
their duties as policemen.

It may be argued that policemen being sworn
in to perform their duties that they would understand that
their police duties come first and foremost, that might
work with some, but others might consider that their first
duty was to their Congress and it would be quite possible
in case of disturbance as above mentioned to find some of
the men attending to their duties as policemen and other
members of the force attending to their Congress and in
such cases, policemen fighting policemen.

I have the honor to remain,

Sir,

Your obedient servant,

"John E. Egan"

Chief Constable.

Belleville, Ont.

Belleville, Ont. March 15, 1919.

March 14th, 1919.

To the Honourable,
Chief Justice Meredith,
Chairman of the Royal Commission,
Osgoode Hall,
Toronto, Ont.

Sir, Re Policemen and Trades and Labour
Congress.

As requested by the Secretary-Treasurer of the Chief Constable's Association of Canada, I herewith send you my views on the question as to whether it is advisable for policemen to affiliate with the Trades and Labour Congress or not. I have been on the Police Force here forty-one years and Chief of Police for thirty-two years. I think it would be inadvisable for policemen to affiliate with the Trades and Labour Congress as they might try to serve two masters. In case of any disturbance in which any members of the Trades and Labour Congress were interested or concerned in, they might consider it their duty to stand by the fellows of the Congress instead of performing their duties as policemen.

It may be argued that policemen being sworn in to perform their duties that they would understand that their police duties came first and foremost, that might work with some, but others might consider that their first duty was to their Congress and it would be quite possible in case of disturbance as above mentioned to find some of the force attending to their duties as policemen and other members of the force standing by their Congress, and in such event, policemen fighting policemen.

I have the honour to remain,
Sir,
Your obedient servant,

"John Newton"

Chief Constable.

Bellefonte, Ont.
March 15, 1919.

To the Honorable,
Chief Justice Meredith,
Chairman of the Royal Commission,
Osgoode Hall,
Toronto, Ont.

Sir,
Re: Policemen and Trades and Labour
Congress.

As requested by the Secretary-Treasurer
of the Chief Constable's Association of Canada, I herewith
send you my views on the question as to whether it is
advisable for policemen to affiliate with the trades and
Labour Congress or not.

I have been on the Police Force here forty-
one years and Chief of Police for thirty-two years. I
think it would be inadvisable for policemen to affiliate
with the Trades and Labour Congress as they might try to
serve two masters. In case of any disturbance in which
any members of the Trades and Labour Congress were interest-
ed or concerned in, they might consider it their duty to
stand by the fellows of the Congress instead of performing
their duties as policemen.

It may be argued that policemen being sworn
in to perform their duties that they would understand the
their police duties come first and foremost, that might
work with some, but others might consider that their first
duty was to their Congress and it would be quite possible
in case of disturbance as above mentioned to find some of
the force attending to their duties as policemen and other
members of the force standing by their Congress, and in
such event, policemen fighting policemen.

I have the honor to remain,

Sir,
Your obedient servant,

"John Newton"

Chief Constable.

Brantford, March 15th, 1919.

Bowmanville, Ont.

March 14th, 1919.

Revd. G. McMillan, Esq.,
Sec'y. Trade. Chief Constables' Ass'n.
Toronto, Ont.

My dear Secretary Treasurer,

The Chairman,

Royal Commission,

Osgoode Hall,

Toronto.

Sir, Re Police Affiliation with Trades and
Labour Congress.

I have been asked by the Executive of the
Chief Constables Association of Canada to submit my
views on the above question to your Commission and
in reply would say that as all members of a Police
Force are Officers of the Law and regularly appoint-
ed to ensure the enforcement of law and the suppression
of crime, it is my opinion that there should be no
connection or affiliation with any body through which,
under possible even if not very probable circumstances,
any complication might arise.

I am further of the opinion that a Police Force
should, if thought advisable- desirable, form an associa-
tion or union within the body through which ready access
to the Commissioners or Heads of the Department might be
had in case of grievance or necessity.

I have the honour to be,

Sir,

Your obedient servant,

"Richard Jarvis"

Chief Constable.

Bowmanville, Ont.
March 14th, 1919.

The Chairman,
Royal Commission,
Osgoode Hall,

Toronto.

Sir,
Re Police Affiliation with Trades and
Labour Congress.

I have been asked by the President of the
Chief Constables Association of Canada to submit my
views on the above question to your Commission and
in reply would say that as all members of a Police
Force are Officers of the Law and regularly appointed
to ensure the enforcement of law and the suppression
of crime, it is my opinion that there should be no
connection or affiliation with any body through which,
under possible even if not very probable circumstances,
any complication might arise.

I am further of the opinion that a Police Force
should, if thought desirable, form an association
or union within the body through which ready access
to the Commissioners or Heads of the Department might be
had in case of exigence or necessity.

I have the honor to be,

Sir,

Your obedient servant,

"Richard Jarvis"

Chief Constable.

Brantford, March 15th, 1919.

The Hon. Sir William Meredith,
Chas. Robt. G. McClelland, Esq.,
Sec'y. Treas. Chief Constables' Ass'n.
Toronto, Ont.

Dear Sir,

My dear Secretary Treasurer,

Your letter of the 13th instant received
and as requested I most respectfully submit through you
my views of Police Unions etc. to Chief Justice Sir

William Meredith, Chairman of the Royal Commission.

I have no objection to Police having a
Union for union and in fact I think they should so long as they
are not affiliated with the Trades and Labour Congress.
Everyone who joins a Police Force is sworn to faithfully
discharge his duties during the pleasure of the Board
of Police Commissioners. If Police Unions were affiliated
with the Trades and Labour Congress in the event of a
strike, or a sympathetic strike would this not be most
conflicting with their obligations, I believe it would.

I heartily endorse the continuance of police
administration by Boards of Police Commissioners as at
present constituted because I believe they safeguard
the entrance of politics into Police Forces.

During my 27½ years on the Toronto Police
Force, most part as a detective and my 15 years as
Chief of Police of Brantford I have found that men who
adapt themselves to a faithful discharge of their duties
will always be recognized by the Board of Police Commis-
sioners and good results will follow.

Yours most sincerely,

"Chas. Slemin"
President
Chief Constable's Association.

I have no objection to the Police having a Union
themselves with the object of bettering their own conditions
although in our locality any grievances they may have can be
readily adjusted by our Police Council when all proper consid-
erations being made.

Brantford, March 15th, 1919.

Robt. G. McCallum, Esq.,
Sec'y. Treas. Chief Constables' Ass'n.
Toronto, Ont.

My dear Secretary Treasurer,

Your letter of the 13th instant received and as requested I most respectfully submit through you my views on Police Unions etc. to Chief Justice Sir William Meredith, Chairman of the Royal Commission. I have no objection to Police having a union and in fact I think they should so long as they are not affiliated with the Trades and Labour Congress. Everyone who joins a Police Force is sworn to faithfully discharge his duties during the pleasure of the Board of Police Commissioners. If Police Unions were affiliated with the Trades and Labour Congress in the event of a strike, or a sympathetic strike would this not be most conflicting with their obligations, I believe it would. I heartily endorse the continuance of police administration by Boards of Police Commissioners as at present constituted because I believe they safeguard the entrance of police into Police Forces. During my 27½ years on the Toronto Police Force, most part as a detective and my 15 years as Chief of Police of Brantford I have found that men who adapt themselves to a faithful discharge of their duties will always be recognized by the Board of Police Commissioners and good results will follow.

Yours most sincerely,

"Chas. Glavin"
President
Chief Constables' Association.

Hamilton, Ont.

Chatham, Ont. March 18th, 1919.

The Hon. Sir William Meredith,
Chairman, Royal Commission,
Osgoode Hall,
Toronto, Ont.

Dear Sir,

I am the Chief of Police of the City of Chatham and at the request of the Secretary of the Chief Constable's Association I am submitting to you my views with reference to an Organization of Policemen.

I am not in favour of the policemen affiliating with the Trades and Labour Congress but I am in favour of a Policemen's Union for the Province of Ontario which shall include at least the Police Force in all cities where the police are controlled by a Police Commission. A Local Union in cities the size of Toronto or Hamilton may be quite effective, but in the smaller towns the Local Union would not be of sufficient strength to protect the legitimate interests of the police force in the event of their not receiving fair treatment from the Police Commission.

Yours truly,

"Thomas Groves"
Chief of Police.

Galt, Ont. March 14th, 1919.

Hon. Sir William R. Meredith,
Chairman, Royal Commission,
Osgoode Hall, Toronto, Ont.

Dear Sir,

In compliance with your request to the Secretary of The Chief Constable's Association of Canada that the views of a number of the Chief Constables on the question of Policemen affiliating with the Trades and Labour Congress be obtained and forwarded to you, I beg to submit the following:

I am not in favour of Police Constables affiliating with any outside labour organizations, believing that they should be free and untrammelled in the carrying out of their duties.

I have no objection to the Police forming a Union among themselves with the object of bettering their working conditions although in our locality any grievances they may have can be readily adjusted by our Police Commission on proper representations being made.

I have the honour to be,

Sir,

Your obedient servant,

"James Gorman"

Chief Constable, Galt.

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Yours truly,
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I have no objection to the Police forming a Union among themselves with the object of bettering their working conditions although in our locality any grievances they may have can be readily adjusted by our Police Commission on proper representations being made.

I have the honor to be,
Sir,
Your obedient servant,

Hamilton, Ont.

March 25, 1919.

Sir W. R. Meredith,
Chairman, The Royal Commission
of Police Investigation,
Osgoode Hall,
Toronto, Ont.

Dear Sir: Re Police affiliating with Trades and
Labour Union.

I have been informed by Mr. R. McClelland, Sec.
Treasurer of the Police Constables' Association that your
members are desirous of obtaining an expression of opinion
from members of the Chief Constables Association as to the
advisability of permitting policemen to affiliate with any
social or political party.

It would be a mistake for any body of policemen
to be permitted to affiliate with any organization that
might cause them to be other than neutral toward any party
or any political or social influences.

Being servants of the state they should be under
the direction of the authority responsible for the maintenance
of law and order and this cannot be if they are permitted
to swear allegiance and become subject to the direction of
any other authority which possible may at some time become
wholly or in part turbulent or hostile toward the laws of
our land.

The existence of organized society depends
on the law which is placed in the hands of the police to
uphold and maintain and they are appointed for the express
purpose of upholding that law impartially without fear or
favour or thought of parties, sects or society.

Should a riot be reported the Chief Constable
would naturally order the requisite number of officers and
men to proceed to the scene of the disturbance and if orders

Hamilton, Ont.

March 25, 1919.

Sir W. R. Meredith,
Chairman, The Royal Commission
of Enquiry into the
Police Force,
Toronto, Ont.

Dear Sir:

The Police Association with Trades and
Labour Union.

I have been informed by Mr. R. McGlennan, Sec.
Treasurer of the Police Association, Association that your
members are desirous of obtaining an expression of opinion
from members of the Civil Service Association as to the
advantage of permitting policemen to affiliate with any
social or political party.

It would be a mistake for any body of policemen
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purpose of upholding that law impartially without fear or
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Should a riot be reported the Chief Constable
would naturally order the requisite number of officers and
men to proceed to the scene of the disturbance and if orders

Kingston, N.Y.
Mar. 25th, 1919.

were given to suppress or disperse the rioters and the policemen in a body should refuse to act by reason of their oath of affiliation, to any such social or political party, they would cease to be of any service to the community.

Might I suggest that provision should be made by some proper authority that when a complaint is made by a citizen against a Police Constable before the Police Commissioners, the citizen should furnish to the Police Constable full particulars of his charge or charges a reasonable time before the hearing of the complaint and that the evidence before the Board and the Board's findings should not be made public so that they could be made use of to prejudice the Police Constables' case where a civil action is brought against him.

I believe that I remain,

Your obedient servant,

"W. R. Whatley"

Chief Constable.

Kingston. ON

Mch. 15th, 1919. 1918, 1919.

The Chairman of the Royal Commission,

Osgoode Hall,

Toronto, Ont.

Dear Sir,

I have a communication from the Sec. Treasurer of the Chief Constable's Association in which he has asked for submission of Chief Constable's views as to whether it is advisable for Policemen to affiliate with the Trades and Labour Congress or not.

I beg to advise that in my opinion it is very inadvisable for policemen to be affiliated with any trades and labour Council or Congress as I believe it would not be in the best interests of policemen in doing their duty. I believe that a Police Force should be left unpledged to any body or any other organization but to the duties of the Police Department so that they can perform their duties without fear or favour or extraordinary affection for any body.

Yours truly,

"R. W. Nesbitt"

Chief of Police

Kingston, Ont.
Nov. 18th, 1892.

The Chairman of the Royal Commission,

Quebec Hall,

Quebec, Ont.

Dear Sir,

I have a communication from the Sec. Treasurer of the Chief Constable's Association in which he has asked for submission of Chief Constable's views as to whether it is advisable for policemen to affiliate with the Trades and Labor Congress or not.

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body.

Yours truly,

"R. W. Nesbitt"

Chief of Police

Peterborough, Ont. March 19th, 1919.

The Chairman, Royal Commission,
Osgoode Hall,
Toronto, Ont.

Dear Sir,

In reply to a letter from Mr. McClelland, Secretary Treasurer of the Chief Constable's Association, of the 13th and in reference to the suggestion that a strong representation of members of the Association should attend at the Royal Commission for the purpose of finding out whether it is advisable or not for Policemen to affiliate with the Trades and Labour Congress and asking me to submit my views to the Commission.

First I desire to say that I have no objections to the formation of a Policemen's Union but I have no hesitation in stating that I consider it is inadvisable for Policemen to affiliate with the Trades and Labour Congress.

The Police Departments throughout the Dominion of Canada to be able to do their duty to the Public must be independent of any body or aggregation of men, and neither know the rich nor the poor, and should be entirely free from outside influence. I frequently find that some members of Departments although the making of good constables have difficulty in ridding their minds of feelings of sentiment and sympathy and unless all the members of the Force are loyal one with the other the work cannot be done properly, equitably and strictly. I am convinced that an affiliation with the Trades Congress cannot help but have the effect of alienating feelings of at least some members of the force from concentration of mind and independent judgment which is absolutely necessary for one and all to enable the force as a whole to do its duty fearlessly and independently.

I wish to say in conclusion that my Police experience work extends over a period of twenty-five years, fourteen of which I have had the honour of being in charge of two Police Departments as Chief Constable and as time goes on I am more strongly convinced that Police Officers as a whole have not been properly remunerated considering the hours they have to work and the hazardous and dangerous duties they have to perform. I believe we have arrived at the time when men who is physically and mentally fit of making efficient police officers are entitled to fair pay and a certain amount of courtesy from their superior officers. This I believe can be given without impairing the efficiency and discipline of the Department. This I think would eliminate the agitation and desire to become affiliated with any other organization.

Yours obedient servant

"D. Thompson"

Chief Constable.

Sault Ste. Marie, Ont.

March 15th, 1919.

Chief Justice Meredith,
Chairman of Royal Commission,
City Hall,
Toronto.

Your Lordship,

I have been asked by the Secretary of the Chief Constable's Association, Inspector R. McClelland, to submit my views as to whether it is advisable for policemen to affiliate with the Trades and Labour Congress or not.

I may say that I moved the following resolution at the meeting of the Chief Constable's Association held last July in Hamilton - "That this Association is opposed to members of any Police Department being affiliated with any trade union or kindred organization and that a copy of this resolution be forwarded to all Boards of Police Commissioners or Police Committees of the various provinces."

From this it will be seen that I am opposed to policemen being members of a trade union, but I have no objection to the men organizing a union of their own for their own mutual convenience, comfort or pleasure.

I believe it has been stated that the Chief Constable's have an Association and that this association is formed for the protection of the interests of its members. Of course it is and it does this by providing opportunities for its members to meet together and discuss how greater efficiency can be secured in the department in which they are interested.

Speaking from my experience of twelve years as Chief Constable in Ontario I am convinced that the policy of governing and controlling the police force through a Board of Police Commissioners is an ideal one and the best that could be applied in this Province. At the present time in this City the police force is placed under the control of a Board of Commissioners. Before the Act was passed incorporating the Town of Sault Ste. Marie into a City the Police Committee of the Town Council decided to place the police under a Commission and the benefits were at once apparent. The members of the force were separated from the control of Municipal politicians and sometimes Municipal politics seriously interfere with the efficiency of a force. The result of my observations are: that a police force performs its duties better and more in the interests of the general public when absolutely free from meddlesome politicians.

Under separate cover I am forwarding some press comments, also debates of the Senate touching upon some members of the Ottawa Police joining a trade union last April and I would say that the quotations made by the Hon. Mr. Cloran are taken from the "Police Review" London, England, a paper maintained by policemen.

All of which is respectfully submitted by

Yours obedient servant

"Ralph C. Vincent"
Chief Constable.

- AWARD -

OF THE BOARD

APPOINTED TO ARBITRATE

AS TO

R O Y A L COMMISSION

ON POLICE MATTERS

EMPLOYEES OF

MONTREAL POLICE DEPARTMENT

Schedule No. 4.

CORPORATION OF THE CITY OF MONTREAL

AND WHOSE AWARD IS FINAL AND BINDING

UNLESS BOTH PARTIES TO THE ARBITRATION

ARBITRATORS

ARLAND POTIER

GRANT HALL

W. A. SWARTZ

ALFRED LAMBERT

W. A. BLACK

Chairman

Montreal, January 27th, 1919.

AWARD OF THE

BOARD OF THE ARBITRATION TO DETERMINE
UPON THE QUESTIONS SUBMITTED REFERRING TO THE
CONDITIONS EXISTING BETWEEN THE CITY OF MONTREAL
AND EMPLOYEES OF THE POLICE, FIRE, INCINERATION
AND AQUEDUCT DEPARTMENTS.

- A W A R D -

OF THE BOARD

The arbitration Board selected to deal with the
differences between the City of Montreal and the
APPOINTED TO ARBITRATE
employees of the above-mentioned departments, submits the
AS TO
subjoined findings.

As WAGES AND WORKING-CONDITIONS WITH RESPECT TO
Board are so well known, it is not necessary to review the
EMPLOYEES OF
circumstances that led up to its formation beyond stating
MONTREAL POLICE DEPARTMENT
that on Friday, December 19th, Messrs. Adelard Fortier and
AND
F.W. Stewart selected by the employees of the said departments
of the city, and Messrs. Alfred Lambert and Grant Hall,
CORPORATION OF THE CITY OF MONTREAL
chosen by the Citizens' Protective Committee, to act
as arbitrators, met and appointed Mr. W.A. Black as fifth
arbitrator and chairman.

The Board commenced its sittings forthwith, and has
been daily session, except for some few unavoidable inter-
ruptions due to Christmas and New Year holidays.

As the matters involved were of great importance,
and as it was the sincere desire of all concerned that a
full and complete investigation should be made, a large
number of witnesses were heard and numerous documents and
statistics considered AND WHOSE AWARD IS FINAL AND BINDING
UPON BOTH PARTIES TO THE ARBITRATION

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frank and thorough ARBITRATORS

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of the Commission themselves the latter placing themselves
Montreal, January 27th, 1919.

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EMPLOYEES OF

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AND

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The arbitration Board selected to deal with the
differences existing between the City of Montreal and the
employees of the above-mentioned departments, submits the
subjoined findings.

As the facts surrounding the appointment of this
Board are so well known, it is not necessary to review the
circumstances that led up to its formation beyond stating
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full and complete investigation should be made, a large
number of witnesses were heard and numerous documents and
statistics considered. The members of the Board would like
to express their sense of appreciation of the courteous,
frank and thorough manner in which the witnesses, as well
as the direct representatives of the employees gave their
statements, their apparent endeavour being to place before
the Board as clear and full information as possible. A
like remark should also be made with respect to the represent-
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like remark should also be made with respect to the representa-
tive of the Administrative Commission, and to the members
of the Commission themselves the latter placing themselves

at all times at the disposal of this Board whenever so desired.

A number of Police and Fire stations, and the main pumping station of the aqueduct were visited so that the Board might also see at first hand the conditions complained of by the employees.

In order that the findings of the Board might be more clearly understood, it has been thought advisable to state the requests of the different employees as set out by them, and to answer them article by article.

The Board of Arbitrators in its decision as to the formation of association amongst municipal employees, and the affiliation of such associations with other organizations, do not intend or purpose to pronounce upon the rights of workers in general to form societies and federate such societies, but have considered it advisable to rule against the federation of societies consisting of civic employees; and, in the larger services, such as FIRE and POLICE, have provided that the employees be represented in the preparation of a manual covering such departments; and for all departments have provided a definite system for the consideration of all grievances; and have established an independent tribunal of arbitration which would ensure the civic employees ample justice.

In arriving at this conclusion, the Board of Arbitrators have been mindful of the fact that those who are named for the maintenance of public security should not be bound by obligations, to societies or organizations, which would in any way restrain or embarrass them in the exercise and performance of their functions and duties the primary duty consisting in the protection of all classes of society, without distinction, and at all times and under all circumstances.

The City of Montreal shall be authorized to negotiate directly

at all times at the disposal of this Board whenever so desired.

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It was brought out from time to time during the sessions that there were many misunderstandings in regard to the rules governing Pension Allowances, but from the fact that this fund is regulated according to by-laws passed by the City Council, this Board does not consider that it has any jurisdiction to rule in the matter, but it urges that the Administrative Commission should set out, without delay, rules and regulations in a concise and intelligible form, in order that the Pension System may be clearly understood by all concerned, and that a copy of such rules and regulations be placed in the hands of each employee interested.

The Board desire to place on record its opinion that in order to avoid such unfortunate circumstances and results as took place last December, that it is necessary that great patience and consideration be exercised on the part of both employees and the Administrative Commission, The Board further desires to draw the particular attention of both the Administrative Commission and the employees to the clause governing promotions and dealing with grievances, which we believe will be of distinct mutual benefit to all concerned.

Respectfully submitted.

WAGES AND CONDITIONS

Governing service of employees of
the Police Department of the
City of Montreal.

Request No. 1.

The City of Montreal gives to the members of the Municipal Police Force the authorization to constitute themselves into a labour union and in consequence recognizes the Policemen's Federal Labour Union No. 62.

AWARD NO. 1

Policemen may have their society or association for the consideration of their own affairs, but must not be affiliated with any other association, society or a union. The membership of such society or association will be confined to active members of the Police Force of the city, or retired members who are on the Pension List.

Request No. 2.

The City of Montreal binds itself to negotiate directly

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Request No. 2.

The City of Montreal binds itself to negotiate directly

with the Policemen's Federal Labour Union No. 62 through its officers or authorized agents in all matters concerning the welfare and interest of all the members of the said union.

AWARD No. 2

The Administrative Commission on request will promptly receive the officers or committee of such society or association formed as outlined in Award No. 1, for discussion of matter concerning the welfare of the Police Force and the City, and will render prompt decision on matters submitted to them.

REQUEST NO. 3.

The City of Montreal moreover binds itself that no member of the Municipal Police Force or Detective Force on or before his reception in said union in whatsoever way, verbally or by writing, be hindered, solicited or required to discontinue his membership or prevented from joining the Policemen's Federal Labour Union No. 62.

AWARD No. 3

Answered by Award 1 and 2

Request No. 4

The city of Montreal allows the Policemen's Federal labour Union No. 62 to utilize the Police Stations or other immoveables, or places belonging to or under the temporary or permanent control of said City where said Police Force is on duty for the purpose of receiving taxes, contributions or whatever dues owed to the said Union, and also for the purpose of publishing by means of posters or notices concerning the affairs of said union.

AWARD no. 4.

Notice in connection with their own society or association as specified in Award No. 1, may be posted up subject to approval as to form and position of the Chief of the Force.

REQUEST NO. 5.

The city of Montreal binds itself to protect and hereby protects the members of the Policemen's Federal Labour Union No. 62 against all actions in damages or claims resulting from reasonable acts of said members in the discharge of their duties.

AWARD NO. 5.

The city shall protect individual members of the Police Force in case of legal actions resulting from the reasonable performance of their duties.

REQUEST No. 6.

The Policemen's Federal Labour Union No. 62 states that all persons of the male sex belonging to the Municipal Police Force, comprising those with the rank of captain, may be elected members of said union.

AWARD no. 6.

Answered by Award No. 1.

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AWARD no. 6.

Answered by Award No. 1.

Request No. 7

The City of Montreal will see to the maintenance of the stations in the way of keeping them clean, healthy and furnished with baths, shower baths, washstands, toilets, etc., of modern construction and in conformance with the City Health By-law; it will also furnish towels, soap, shoe polish, brushes and other articles necessary to members of the Police Department in order to keep clean and a good appearance.

AWARD No. 7

The city must maintain the stations in a safe clean condition and provide bath or shower bath, washstand and toilet to comply with the City Health By-law, also towels and soap and where beds are provided the bedding, pillows and coverings and must arrange for the necessary laundering without cost to the men.

Request No. 8

The City of Montreal will also furnish gratuitously all clothing apparel for winter and summer and other seasons necessary for the equipment of a policeman, i.e., yearly, one blouse, two pairs of trousers, two pairs of boots, one pair of woollen gloves and one pair of fur lined mittens; said equipment must be furnished on or before the 1st of May and November of each year, according to the season for which they are necessary. Said City will furnish moreover every two years - a winter overcoat, and spring or fall tunic and a cap; the members of the force shall also be provided gratuitously with raincoats, rubber boots, and cap coverings, a winter fur cap, baton, chain and whistle. Said effects or articles of equipment will be renewed according to wear and tear.

AWARD NO. 8

The city will furnish policemen without charge the following clothing and equipment;

Yearly: 1 blouse, 2 pairs of trousers, 2 pairs boots, 1 pair woollen gloves, 1 pair fur lined mittens, to be supplied on or before May 1st and November 1st each year, according to the season, also every third year a winter overcoat, a spring or fall tunic and cap, also subject to renewal as required - raincoat, rubber boots, cap covering, winter fur cap, baton, chain and whistle.

Request No. 9

The members of the Municipal Police Force will not be called upon to perform any other duty than the one pertaining to the Police.

Request No. 10

The city of Montreal after the 1st of January, 1919, will have the work done in the Police Department whether it be carpenters, painters, plumbers work, etc., by workmen belonging to their respective unions.

Request No. 7

The City of Montreal will see to the maintenance of the stations in the way of keeping them clean, healthy and furnished with baths, shower baths, washstands, toilets, etc., of modern construction and in conformance with the City Health By-law; it will also furnish towels, soap, shoe polish, brushes and other articles necessary to members of the Police Department in order to keep clean and a good appearance.

AWARD No. 7

The city must maintain the stations in a safe clean condition and provide bath or shower bath, washstand and toilet to comply with the City Health By-law, also towels and soap and where beds are provided the bedding, pillows and coverings and must arrange for the necessary laundering without cost to the men.

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AWARD No. 9 & 10.

Requests No. 9 and 10 can properly be considered together. This Board does not see any objection to members of the Force being used for the purpose indicated in their own stations, where it does not interfere with their hours of rest or duty, which is a matter to be decided by the officer in charge.

Request No. 11.

The City of Montreal binds itself to appoint on or before the 1st of January, 1919, a commission of three members, one to be named by said union for the purpose of studying and framing a system of promotion and of disciplinary measures, which will give full justice to all, and in the meantime no permanent promotion will be made until said commission have reported.

Request No. 12

Every member of the Union appearing before a superior officer on a question of discipline will have the right, if he so chooses, to be accompanied by a fellow member of the union who will have the right to advise him.

AWARD NO. 11 & 12

The arbitration Board after listening to evidence on this subject has arrived at the opinion that in order to have an efficient Police Force in the service of the Corporation of Montreal and to insure continuity of good service therein and that proper encouragement may be provided to all employees in that force, some general rules regarding disciplinary measures should be formulated to meet the conditions existing. It is therefore, the opinion and judgment of this Board that promotions should be based on ability, merit and seniority; that any member of the force who may consider himself unjustly treated shall have a fair and impartial hearing, providing written request is submitted to his immediate superior within five days, and a hearing shall be granted within five days thereafter. Decision is to be rendered within seven days after completion of hearing. If an appeal is taken it must be filed with the next higher official and a copy furnished the official whose decision is appealed within five days after the date of decision.

The hearing and decision on the appeal shall be governed by the time limits of the preceding section. At the hearing or on the appeal the employee may be assisted by a fellow employee of his own choosing. The right of appeal is hereby established whereby an employee may proceed in regular order of succession and in manner prescribed above up to and inclusive of the highest official designated by the Administrative Commission of the City of Montreal to whom appeals may be made. An employee disciplined or dismissed on request shall be given a letter stating the cause and be entitled to an examination of the records on investigation or on appeal.

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If the final decision decrees that charges against the employee were not sustained his record shall be cleared and if he had been suspended or dismissed the employee shall be returned to his former position and paid for all time lost.

It is the opinion of the Arbitration Board that the Administrative Commission of the City of Montreal is the proper authority to carry out this arrangement and it is the decision of this Board that it put this arrangement into effect at once.

If the Administrative Commission finds that it has not the necessary time to devote to such matters it will take such immediate action as is necessary to have a commission appointed to carry out this award.

In any case, the complainant if dissatisfied with the decision in his case will have the right to apply for and be given an arbitration board consisting of three, complainant to name one, the Administrative Commission one, and the two arbitrators so named to appoint the third. Should the two first mentioned arbitrators fail to agree, then the third is to be named by a judge of the Superior Court; the judgment of the arbitrators to be final and binding.

Members of the force receiving promotion shall receive at once the salary appertaining to the new grade.

A manual covering regulations with respect to nominations promotions, disciplinary measures, instructions, etc., is to be prepared by a committee composed of three, of which the Administrative Commission will name two and the employees one.

Request No . 13.

The City of Montreal will furnish gratuitously to every member of the Police Force free passage on the tramways of the City of Montreal, when said members will be on duty whether in uniform or otherwise.

AWARD NO. 13.

The Board is informed that an arrangement exists between the Tramways and the City and that the police when in uniform are carried free, but the Board further understands that men of the Force in plain clothes are not always reimbursed for fares paid. The Board decides that such expenses are to be promptly paid when properly vouchered for classes of detectives and constables are determined as follows;

First, second and third class:

Third class will comprise all members of the first year in service.

Second class: Detectives and Policemen having more than twelve months service in their different departments.

First Class: Those having served more than twenty-four months.

AWARD NO. 14.

Detectives are to be classified as follows;

Fourth class to be comprised of members in first year of service.

Third class to be comprised of members in second year of service.

Second class to be comprised of members in third year of service.

First class: Those having more than three years service.

Constables are to be classified as follows;

Fifth class: Those in first year of service.

Fourth class: Those in second year of service.

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Fifth class: Those in first year of service.
Fourth class: Those in second year of service.

Third class: Those in third year of service.
second class: Those in fourth year of service.
First class: Those having more than four years service.
N.B. This is not to prevent the promotion of a member of the force from one class to another in less than the specified time when duly recommended.

Request No. 15.

Promotion from one class to the other may be made at any time by the competent authorities and the recommendation of the superior officer under whose immediate orders a member is.

AWARD NO. 15

Provided for in Award No. 14.

Request No. 16.

Commencing from January 1st, 1919, and for the duration of the present contract the scale of wages in the Police Department of Montreal shall be as follows;

Captains	\$2000.00
Lieutenants	1800.00
Sergeants	1700.00
Detectives -first class	2000.00
Detectives -second "	1900.00
Detectives-third "	1800.00
Constables-first class	1600.00
Constables -second "	1500.00
Constables -third	1400.00
Stablemen	1200.00

Operators and automobile chauffeurs shall receive the same salary as a constable according to the class to which he belongs.

AWARD NO. 16

The following will be the scale of wages:

Captains	\$1800.00
Lieutenants	1700.00
Sergeants	1600.00
1st class Detectives	1700.00
2nd " "	1600.00
3rd " "	1500.00
4th " "	1400.00
1st class Constables	1400.00
2nd " "	1300.00
3rd " "	1200.00
4th " "	1100.00
5th " "	1000.00
stablemen	1000.00

In the case of the 3rd and 4th class constables at present in the employ of the city, their salary for the third or second year or the balance of those years of service after December 31st, 1918, shall be \$50.00 more than the above award.

Operators and automobile chauffeurs shall receive the same salary as a constable according to the class to which they belong.

Request No. 17

Withdrawn.

Third class: Those in third year of service.
 Second class: Those in fourth year of service.
 First class: Those having more than four years service.
 N.B. This is not to prevent the promotion of a member
 of the force from one class to another in less than the
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1500.00	" " " " - second "
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1300.00	" " " " " "
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Operators and automobile chauffeurs shall receive the
 same salary as a constable according to the class to
 which they belong.

Request No. 17

Withdrawn.

Request No. 18

All members of the Police Force shall be allowed one day of rest in fourteen days without deduction of pay and automatically; furthermore the City of Montreal shall grant holidays every year as follows;

Captains, 21 days; Lieutenants, 19 days: Sergeants 17 days, Constables, 15 days: each member of the Police Force will be allowed to take his holidays all at one time if he so desires by obtaining a permission to do so from the Captain of his station who shall grant these holidays to no more than two men at one time if his staff is no less than twenty five men; to four men at one time if there are more than twenty five men and less than fifty; to two more men for every twenty five men additional. The time of said holidays will be determined in every station after an agreement being reached between the chief of the station and his men. The men will be paid for the period of their holidays, also when they are absent on account of sickness.

AWARD NO. 18

Members of the Police Force shall be allowed one day per fortnight off duty and 15 days holidays per year with pay. Arrangement for relief will be made by officer in charge. Any member of the force who has been in the employ of the city for a period of not less than six months shall, if unable to perform his duties through illness, be entitled upon production of certificate from the City's Medical Authorities to receive full pay if approved of by proper official or the Administrative Commission; but in the case of a permanent employee injured in the performance of his duty he shall be entitled to receive full salary during the entire period of his illness, unless the City's Medical Authorities declare that he is possessed of permanent infirmity and unable to work, in which case he shall be placed upon the Pension Fund List, subject to the rules and regulations governing such fund

Request No. 19

Every member of the Police Force who having been suspended and subsequently reinstated shall have the right to his full pay for the time of suspension.

AWARD NO. 19

Answered by Award 11 & 12.

Request No. 20

Any member elected to office as a permanent official of the union and who will ask to be absent from the employ of the city shall be considered as being on leave of absence will stand in force until such time as this member's services are required by this Union.

AWARD No. 20

Any one member of the Force elected by his fellow employees to represent them in connection with the affairs of their own association or society shall be given leave of absence without pay. These wages and conditions to take effect January 1st, 1919 and to remain in force until December 31st, 1919, unless otherwise mutually agreed upon.

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Arbitrators.

